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SA	**DSC 4 (Block 1) Public Administration-Concepts and Theories.pdf** Document DSC 4 (Block 1) Public Administration-Concepts and Theories.pdf (D165316454)	1
SA	**180E1230_Administrative Thought - I (Final).doc** Document 180E1230_Administrative Thought - I (Final).doc (D165106920)	3
SA	**159E1140-Principles of Public Administration.pdf** Document 159E1140-Principles of Public Administration.pdf (D165202753)	9
W	URL: https://epgp.inflibnet.ac.in/epgpdata/uploads/epgp_content/S000030PU/P000179/M016452/ET/146588... Fetched: 2021-12-21 07:40:25	2

W	URL: https://en.wikipedia.org/wiki/New_Public_Administration Fetched: 2019-10-30 13:30:42	1
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SA	**Shreya Chourasia_1020192053_Political ScienceIV.docx** Document Shreya Chourasia_1020192053_Political ScienceIV.docx (D105184771)	5
SA	**SYBA Semester 3 Politics Paper 3 PUBLIC ADMINISTRATION.pdf** Document SYBA Semester 3 Politics Paper 3 PUBLIC ADMINISTRATION.pdf (D117362101)	1
SA	**DSC 5 Public Administration (Theory) Block 2 (English) Fourth Semester.pdf** Document DSC 5 Public Administration (Theory) Block 2 (English) Fourth Semester.pdf (D164971329)	4

Entire Document

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PREFACE
In a bid to standardize higher education in the country, the University Grants Commission (UGC) has introduced Choice Based Credit System (CBCS) based on five types of courses viz. core, generic elective, discipline Specific, ability and skill enhancement for graduate students of all programmes at Honours level. This brings in the semester pattern, which finds efficacy in sync with credit system, credit transfer, comprehensive continuous assessments and a graded pattern of evaluation. The objective is to offer learners ample flexibility to choose from a wide gamut of courses, as also to provide them lateral mobility between various educational institutions in the country where they can carry their acquired credits. I am happy to note that the university has been recently accredited by National Assesment and Accreditation Council of India (NAAC) with grade ''A''. UGC (Open and Distance Learning Programmes and Online Programmes) Regulations, 2020 have mandated compliance with CBCS for U.G. programmes for all the HEIs in this mode. Welcoming this paradigm shift in higher education, Netaji Subhas Open University (NSOU) has resolved to adopt CBCS from the academic session 2021-22 at the Under Graduate Degree Programme level. The present syllabus, framed in the spirit of syllabi recommended by UGC, lays due stress on all aspects envisaged in the curricular framework of the apex body on higher education. It will be imparted to learners over the six semesters of the Programme. Self Learning Materials (SLMs) are the mainstay of Student Support Services (SSS) of an Open University. From a logistic point of view, NSOU has embarked upon CBCS presently with SLMs in English/Bengali. Eventually, the English version SLMs will be translated into Bengali too, for the benefit of learners. As always, all of our teaching faculties contributed in this process. In addition to this we have also requisitioned the services of best academics in each domain in preparation of the new SLMs. I am sure they will be of commendable academic support. We look forward to proactive feedback from all stakeholders who will participate in the teaching-learning based on these study materials. It has been a very challenging task well executed
by the teachers, officiers & staff of the
of the University,
and I heartily congratulate all concerned in the preparation of these SLMs. I wish
you all a grand success. Professor (Dr.) Ranjan Chakrabarti Vice-Chancellor
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Chandan Basu Professor of History Director, School of Social Sciences (
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Course Writer : Block–I : Units 1–5 And Block–II : Units 1–5 Arindam Roy Associate Perofessor, University of Burdwan Block–III : Units 1–5 Sujit Narayan Chattopadhyay
Professor of Public Administration, NSOU Block–IV : Units 1–5 Debajit Goswami Assistant Perofessor of Public Administration NSOU : Course Editor : Soma Ghosh Professor of Political Science,
Principal, HMM College for Woman : Format Editor : Debajit Goswami Assistant Professor of Public Administration NSOU
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Public Administration (HPA)
Block–I Unit–1 : Public Administration : Definition, Nature and Scope 7 Unit–2 : Public Administration and Private Administration 16 Unit–3 : Evolution of Public Administration 23 Unit–4 :
Impact of Globalization on Public Administration 36 Unit–5 : Comparative Public Administration, Development Administration, New Public Administration, New Public Management 45 Block–II Unit–1 : Relationship between Public Administration and other Social Sciences 61 Unit–2 : Sociology 70 Unit–3 : History 80 Unit–4 : Economics 89 Unit–5 : Psychology 98 Netaji Subhas Open University Course : Introduction to Public Administration Course Code : CC-PA-01
D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) Block–III Unit–1 : Centralization, Decentralization and Delegation 105 Unit–2 : Supervision 129 Unit–3 : Communication 141 Unit–4 : Hierarchy and Leadership 154 Unit–5 : Unity of Command, Span of Control, Line and Staff 176 Block–IV Unit–1 : Politics and Administration 205 Unit–2 : Politicians and Bureaucrats 214 Unit–3 : Ministers and Civil Servants Relations : Case Studies 222 Unit–4 : Bureaucracy and the Public 231 Unit–5 : Administration and Civil Society 240
7 Unit-1 : Public Administration : Definition,

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Nature and Scope Structure 1.1 Objectives 1.2 Introduction 1.3 Definition of Public Administration 1.4 Nature of Public Administration 1.5 Scope of

the Discipline 1.6
Conclusion 1.7 Summary 1.8 Glossary 1.9 Model Questions 1.10 References 1.1 Objectives ? To understand the meaning and definition of Public Administration ? To spell out the nature of the discipline ? To delineate the scope of the discipline 1.2 Introduction Public Administration is both a discipline as well as a vocation. There is no denying that Public Administration matters. It virtually envelops our life and indisputably justifies the euphemism that from 'womb to tomb' Public Administration is there to bail us out. The present unit intends to introduce Public Administration as a discipline. Written in a lucid manner the present unit covers the following issues: first, Public Administration as an academic discipline has been suffering from a definitional distress as there is hardly any all-agreed definition crafted till date. Secondly, the definitional distress also contributing to the identity crisis of the discipline. Thirdly, in case of nature and the scope of the discipline a clear-cut division is visible among the scholars and the practitioners of the discipline. If we take up the term 'Public Administration' for analytical purpose, we can see that it is composed of two expressions: 'public' and 'administration'. For analytical convenience, let us set aside the prefix 'public' for the BLOCK – I

8 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) time being and concentrate on the suffix 'administration'. Though the term 'administration' is conceptualized in various ways, the proper understanding of the meaning of Public Administration requires etymological knowledge. Etymologically speaking, the word 'administration' has a Latin root, which means 'to manage'. Therefore, administration is at the heart of every organization, no matter whether it is privately owned or public in nature. The prefix 'public' on the other hand, has a special connotation, which relates anything directly or indirectly with state. Further, public interest is considered to be the distinguishing feature of the word 'public'. Hence, Public Administration essentially represents the state administration. 1.3 Definition of Public Administration There is no denying that the self-sufficiency of any budding discipline demands a comprehensive definition. Public Administration is no exception either. In fact, the identity distress of Public Administration as a self-sufficient discipline is often attributed to its lack of sound definition. Despite omnipresence of Public Administration in our day-to-day life, there is barely any mutually agreed definition till date. Several attempts have been made to craft an all-encompassing definition of the discipline. However, the discipline is still in search of an agreeable definition. Any attempt in this regard fails to provide any direction to the discipline. To paraphrase Dwight Waldo, it would end up in mental paralysis. A cursory glance at any standard textbook of the subject, no matter whether it is in the past or in the present, would corroborate the fact (Nigro: ibid; Caiden: 1971; Stillman: 2005). Some textbooks often put together a number of definitions to avoid the definitional dilemma of the discipline. However, the search for an agreeable definition is seemingly endless. If we look at the latest round of meeting of scholars and practitioners of Public Administration at Minnowbrook (2008) or what is popularly known as Minnowbrook III conference, we can identify such attempt on the part of the scholars to define Public Administration in the context of 21st century. The definition surfaced at the Minnowbrook III conference (2008), deserves some space here, which reflects changing nature of the discipline especially the phenomenon like socio-cultural diversity, which has so long been neglected by the scholars of the discipline. Scholars assembled at the Minnowbrook III conference had defined Public Administration as "a socially-embedded process of collective relationships, dialogue, and action to promote human flourishing for all". Beginning with a quest for the science of administration, the meaning of the discipline has been changing over the years in tandem with the socio-political transformations. Born out of the sheer concern of making impartial administrative policies, Public Administration initially was known as the executive branch of administration and any intercourse with
9 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) politics was strictly shunned for the sake of smooth administrative deliberations. However, the initial definition of the discipline based on clear-cut demarcation between politics and administration had eventually turned out to be a principle of public management under the aegis of administrative state. Until recently, the state was considered as the sheet-anchor in defining Public Administration. However, of late, the macroeconomic transformation in the form of globalization has put the entire definitional discourse of Public Administration under scrutiny as under globalization the state is supposed to have shared turf with a host of NGOs and civil society organizations. Hence, the discipline of Public Administration seems to have no escape from the definitional dilemma. Keeping the above problem in mind, this subunit will dwell upon a few important definitional attempts emerged out in course of its development in addition to an effort of making sense of public administration. If we take a look at the existing literature of Public Aministration, we can see that definitional attempts of the discipline have been centering around two different perspectives of Public Administration viz. managerial perspective and integral perspective. Picking a couple of definition here would elucidate the above argument. For example, when
Luther Gullick defines '

92% **MATCHING BLOCK 2/90** **W**

Public Administration is that part of the science of administration which has to do with government, and thus concerns itself primarily with the executive branch where the work of the government is done, though there are obviously problems also in connection with the legislative and judicial branches',

he was basically drawing on the managerial perspective of Public Administration. Almost in the similar vein, Herbert Simon had endorsed the managerial perspective in his attempt of defining Public Administration. By Public Administration, wrote Simon,

91% **MATCHING BLOCK 3/90** **W**

is meant, in common usage, the activities of the executive branches of the national, state and local governments'.

Marshall E. Dimock on the other hand, took much broader (i.e. integral) perspective in defining Public Administration. To him

87% **MATCHING BLOCK 4/90** **W**

Administration is concerned with 'what' and the 'how' of government. The 'what' is the subject matter, technical knowledge of a field which enables the administrator to perform his tasks, the 'how' is the technique of management, the principles according to which cooperative programmes are carried to success, each is indispensable, together they form the synthesis called administration'.

Nigro and Nigro have discarded any one liner and come out with a checklist or sort to capture the essence of Public Administration. He has tried to confine meaning of Public Administration in the following points. ?

91% **MATCHING BLOCK 5/90** **W**

Public administration is a cooperative group effort in a public setting; ? It covers all three branches–executive, legislative, and judicial–and their interrelationships; 10

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has an important role in the formulation of public policy and thus a part of the political process; ? It is different in significant ways from private administration; and ? It is closely associated with numerous private groups and individuals

in providing services to the community.
On reviewing the above definitions, the basic concern of Public Administration as a field of study should incorporate the followings: first, structures of public organization, especially the executive branch of organization; secondly, administrative processes involving communication, decision making and control; thirdly, bureaucratic behaviour; fourthly, organizations and structures and networks of various departments and organizations. 1.4 Nature of Public Administration As an independent discipline Public Administration can be approached from two different perspectives namely the managerial perspective and the integral perspective. The managerial perspective views the administration from the above and takes up the standpoint of those who are at the helm of affairs only. Hence, this perspective is rather narrow in nature. Under these perspectives, barring the managerial functions, rest of the functions of organization like the manual, clerical, and technical activities have been excluded from the purview of Public Administration. Luther Gulick had encapsulated the managerial perspective in an acronym, popularly known as POSDCORB view

45% **MATCHING BLOCK 8/90** **SA** DSC 4 (Block 1) Public Administration-Concepts ... (D165316454)

of administration. The POSDCORB sums up the carnal of public administration in the seven functions of the manager viz. P-Planning, O-Organizing, S-Staffing, D-Directing, CO-Coordinating, R-Reporting,

and B-Budgeting.

The major proponents of this particular perspective were Luther Gulick, Henry Fayol, Herbert Simon, Donald W. Smithburg, and Victor Thomson. The integral perspective on the contrary, takes up a holistic view of administration and considers it as totality, comprising of all the activities viz. manual, clerical, or managerial that are envisaged in order to fulfill the objective of an organization. Hence, integral perspective conceptualizes administration as the sum total of all those who are involved in various capacities in the act of governing. Hence, viewed from this perspective, the entire workforce irrespective of their position is the part and parcel of administration. Therefore, from the peon to the secretary -all the government officials are the equal stakeholders of public administration. According to this perspective, success of any organization is contingent upon the contribution all the employees concerned. The major exponents of this school were Woodrow Wilson, L.D. White, Marshall E. Dimock, and John M. Pfiffner et al.
11 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) 1.5 Scope of the Discipline Like the nature and the definition of the Public Administration, the scope of it is also contested as scholars are divided on the issue. In common parlance by scope we generally mean the range of issues to be discussed under it. In Public Administration the scope involves the range of concerns and areas to be discussed under the rubric of Public Administration. Before we move on to explore the scope of Public Administration, it is worth noting that Public Administration has been conceptualized both as an activity as well as a discipline. Hence, one, who exposes to the discipline for the first time should be mindful of the said conceptualization when discussing
the scope of Public Administration. Hence, exploring the

61% **MATCHING BLOCK 7/90** **W**

scope of Public Administration as an activity is equivalent to map all the activities of the government.

Viewing from this perspective, Public Administration can be defined as the government in action. With the rising expectations of the people on government, the Public Administration has grown manifold over the years and entrusted with multifarious activities, ranging from welfare services to security. Consequently, the ambit of public administration as governmental activity gets widened to incorporate the whole gamut of public policy under its fold. Tracing the scope of Public Administration as a discipline, one would stumble into two divergent views of Public Administration viz. the POSDCORB view or the narrow view of administration and the subject matter view of administration. The POSDCORB view of administration, a brainchild of Luther Gullick presents a rather narrow perspective of Public Administration, confining it only to the executive branches of government at all the three levels. Under this perspective, all those procedures and methods, pertaining to organization have been taken up for consideration. Luther Gullick had encapsulated the crux of the administration in an acronym entitled POSDCORB, denoting the key components of administration viz.

78% **MATCHING BLOCK 22/90** **SA** 159E1140-Principles of Public Administration.pdf (D165202753)

Planning, Organization, Staffing, Directing, Co-ordinating, Reporting and Budgeting. Planning represents the chalking out

of the detail outline of

57% **MATCHING BLOCK 9/90** **W**

the objectives to be achieved and the methodologies to accomplish the same. Organization stands for setting up of the formal structure of authority through which the work is defined, sub-divided, arranged, and coordinated. Staffing

signifies the
personnel policy involving recruitment and training of the personnel and the conditions of their work. Directing denotes the making of decisions and the issuance of

82% **MATCHING BLOCK 10/90** W

orders and instructions. Coordinating indicates integration of various divisions, sections and other parts of the organization. Reporting means updating the superiors within the agency to whom the executive is responsible about what is going on. 12

NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) Budgeting sums up fiscal planning, control and accounting. For Gullick, the POSDCORB activities constitute the essence of all organizations,

71% **MATCHING BLOCK 11/90** W

regardless of the nature of the work they do. Hence, POSDCORB view provides certainty, and definiteness

in handling organizational problems. However, the POSDCORB view of administration is not free from criticism. The approach has been subjected to severe criticism for its homogenous approach to organization especially for its apparent neglect of contextuality in addressing organizational problems. Critics argue that despite the tallest claim of encapsulating the essence of organization, the POSDCORB approach has rarely represented the totality of organizational reality. In fact, in pursuit of designing a common toolkit for organization, Gullick seems to have missed the centrality of socio-cultural milieu in constructing organizational realties. Moreover, the POSDCORB view
of administration has also ignored

100% **MATCHING BLOCK 12/90** W

the study of the 'subject matter' with which the agency is

associated. Another major drawback of the POSDCORB view, identified by the critics, is the absence of

100% **MATCHING BLOCK 13/90** W

any reference to the formulation and implementation of the policy.

Hence, its instrumental value to top management not with standing, the scope of administration defined in the POSDCORB perspective is too narrow to look after the overall administrative problems. The subject matter view of Public Administration on the other hand has presented a much boarder and holistic perspective of Public Administration. Unlike the typical POSDCORB perspective of equating administration with a few processes' instrumental for the top management, the subject matter view of administration takes up

90% **MATCHING BLOCK 14/90** W

the substantive matters of administration, like defense, law and order, education, public health, agriculture, public works, social security, justice, welfare,

and so on. This perspective believes that for realizing the organizational goals dependence on mere techniques as enunciated in the POSDCORB perspective of administration is not enough. For, proper functioning of an organization calls for both the technique of POSDCORB as well as the specialized techniques of the specific administration concerned. In other words, specialized form of administration requires specialized expertise in addition to the general administrative knowhow encapsulated in the POSDCORB view of administration. For example, if you take instances of police administration, we can see that it has its own rationality and techniques of crime detection, control and maintenance of law and order, which cannot be performed by mere application of the general administrative principles like personnel management, coordination, finance and so on. It is true in case of other branches of administration as well. Hence, in sum it can be said that none of the aforementioned perspectives represents the entire administrative reality. In fact, individually no matter how rational it might be in its own way, presents only a truncated view of administrative reality. Therefore,
13 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) the study of Public Administration should adopt both the perspectives (viz. POSDCORB view and the subject matter view representing the substantive concerns) in its deliberations. In this context the statement made by Lewis Meriam deserves some space here. With an objective of elucidating

91% **MATCHING BLOCK 15/90** **W**

the scope of Public Administration Merriam wrote "Public Administration is an instrument with two blades like a pair of scissors. One blade may be knowledge of the field covered by POSDCORB, the other blade is knowledge of the subject matter in which these techniques are applied. Both blades must be good to make an effective tool".

Hence, following Herbert Simon the present discussion may be concluded
with the observation that Public Administration comprises of two important components, namely deciding and doing things. Deciding constitutes the foundation of doing things as one can hardly conceive of a discipline without thinking or deciding.
So in sum Public Administration is a combination of both the
broad-ranging and an amorphous combination
of theory and practice. 1.6
Conclusion In the forgoing analysis an attempt has been made to introduce the discipline of Public Administration in a user-friendly manner. However, it is by no means an easy task as the discipline is beset with several confusions which often question its very claim as an independent and autonomous discipline. First, if we begin with the definition, i.e. the first convincing sign of any autonomous discipline, Public Administration fails to stake any credible claim in this regard. In fact, the discipline is still to settle for an all-agreed definition. The search for same can be discernible in the latest round of meeting of scholars at the Minnowbrook III conference. Secondly, the discipline, especially the scholars and the practitioners of the discipline, are divided on the nature of the discipline as to whether the discipline constitutes only the functioning of the executive branch of the administration or is it a sum total of all the activities and personnel involved in the act of governing. Thirdly, a similar kind of confusion is centering round the scope of the discipline as the scholars are bifurcated into two camps viz. POSDCORB view and the subject matter view. Fourthly, as a corollary of the above points it can be said that the above confusions together put a serious challenge to the identity formulation of Public Administration. 1.7 Summary ? In this unit we have discussed the definition, scope and nature of Public Administration as a discipline. ? We have also discussed the managerial perspective and the integrative perspective of Public Administration, and also the various controversies beset with the discipline.
14 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) 1.8 Glossary Identity formation: Also called identity development or identity construction, is a complex process in which humans develop a clear and unique view of themselves and of their identity. Self-concept, personality development, and values are all closely related to identity formation. Self-sufficiency: the ability to maintain once upon itself without outside aid. 1.9 Model Questions ? Define

48% **MATCHING BLOCK 16/90** **W**

Public Administration. ? Discuss the scope of Public Administration ? Explain the nature of Public Administration ? Distinguish between the managerial perspective and the integrative perspective of Public Administration. ?

What do you understand by the term POSDCORB view of Administration? Discuss. ? Write a note on the "subject matter" view of Public Administration. ? According to Nigro and Nigro, what is the essence of Public Administration? ? What are the confusions beset with the discipline of Public Administration? discuss. ? How did Lewis Meriam and Herbert Simon explain the scope of Public Administration? 1.10 References ? White, Leonard Dupee, 1891-1958. Introduction to the Study of

65% **MATCHING BLOCK 21/90** **SA** 180E1230_Administrative Thought - I (Final).doc (D165106920)

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16 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriculum (Dt. 17.10.2022) 16 Unit-2 : Public Administration and Private Administration Structure 2.1 Objectives 2.2 Introduction 2.3 Differences between Public and Private Administration 2.4 Commonalities between Public and Private Administration 2.5 Conclusion 2.6 Summary 2.7 Glossary 2.8 Model Questions 2.9 References 2.1 Objectives ? To embark upon the fundamental differences between the Public Administration and Private Administration ? To figure out similarities between them ? To understand the closeness between the two types of administration in the light of global economic meltdown and public sector reforms 2.2 Introduction The present unit intends to lay out one of the protracted debates in the text book of Public Administration i.e. the relationship between the public and the private administration. The unit has illustrated both sides of the debate: whereas one the one hand, it dwells on the fundamental difference between the public and private administration; and on the other hand, it figures out the similarities between them. Finally, drawing on the recent developments of public sector reforms and New Public Management in the time of global economic meltdown, the unit shows that the two types of administration comes closer than ever before. The debate between public versus private administration seems to have plagued the discipline of Public Administration since its inception and contributing greatly to its identity distress. If one revisits the major arguments mooted at the Minnowbrook I conference, the above

17 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) debate would have been evident. Interestingly, the debate refused to die down even after 147 years of its existence as an academic discipline. Though a few attempts have been made after Minnowbrook I conference to distinguish Public Administration from its private or non-public counterparts, the distinction gets blurred once again with the onset of globalization. Interestingly, the nomenclature of Public Administration was a later addition. If we consider Public Administration both as a vocation as well as an applied principle of management it is as old as civilization. Public Administration then was primarily the principle of organization designed to cater the private business. Publicness of public administration was conspicuous by its absence. It was a later addition. In the early part of 20th century when the growth of capital was hit by roadblocks in the form of severe social backlashes, publicness of Public Administration was brought into being to salvage private business. Hence, public and private administration has an interesting relationship, which includes both the similarities as well as differences. Any cursory glance at the literature of Public Administration would have substantiated the said statement. Whereas a few schol ars like Herbert A. Simon, Paul H. Appleby, Peter Drucker et al have underlined the marked differences in the nature of two types of administration, others like Henry Fayol, Urwick, Pfiffner and Presthus have simply ignored the difference by underlining subtle commonalities between the two types of administration. The central arguments of those who have identified the marked difference between private and public administration are namely the scope of administration, motive of the administration, nature of operation, and so on. The other group of scholars, who have underlined the similarities between two types of administration, based their arguments on the following commonalities like similar hierarchical bureaucratic organization, similar working condition, similar set of rules, and so on. However, it would be grossly misleading to put them into two water tight compartments. In fact, it is better to consider them as 'two species of the same genus', with their respective differences.
In the following sections an attempt will be made to
elucidate the above debate. 2.3 Differences between Public and Private Administration The present section draws on the differences

95% **MATCHING BLOCK 17/90** **W**

between Public and Private Administration. John Gaus, Ludivig Von Mises, Paul H. Appleby, Sir Josia Stamp, Herbert A. Simon, Peter Drucker, etc., in their writings, have made distinction between Public and Private Administration. According to Simon, the distinction between Public and Private Administration relates mainly to three points: first, Public Administration is bureaucratic whereas Private Administration is business like; Secondly, Public Administration is political where as Private Administration is non-political; and, 18

NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) thirdly,
Public Administration is characterized by red-tape where as Private Administration is free from it.
Almost in a similar vein Paul H. Appleby
has made a distinction between
Public Administration and Private Administration. According to him, "in broad terms the governmental function and attitude have at least three complementary aspects that go to differentiate government from all other institutions:

areas of activities and breadth of scope, impact and consideration; public accountability and political character. Public administration works in close proximity with politics and enjoys the benefit of political responsibility for administrative activities. Private Administration can remain away from politics and is directly and solely responsible for its own activities" Scholars those who believed in distinction between Public and Private Administration have underscored the following issues : First, the first and the foremost issue that distinguishes Public Administration from its private counterpart is public Administration's commitment towards public interest. Public Administration is known for its commitment towards public welfare. Whereas, the private / business administration is generally guided by the profit motive, Public Administration is driven by altruistic motive. Secondly, public administration also differs from Private Administration on ground of its scope or magnitude. In terms of scope or magnitude, Public Administration is far wider and diversified than its private counterpart. Public administration is very comprehensive in nature and covers all the activities of the government. The private/ business administration on the contrary is much more limited in its scope.Thirdly, public accountability is considered to be another redeeming feature of Public Administration. In Public Administration administrators or executives have to work under the strict public vigil. They remain answerable to the public for all their acts of commission and omission. The scope of public scrutiny gets widened these days with the promulgation of several path-breaking legislations like RTIs, in addition to existing mechanisms of public scrutiny like legislature, executives, judiciary, and press. However, private / business administration does not have to work under such stringent public vigil. There is no denying that there is a mechanism of internal audit and control in private administration, but its operation is not open to public scrutiny. In this context a comment made by Paul H.Appleby deserves some space here. To Appleby "

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government administration differs from all other administrative work to a degree not even faintly realised outside, by virtue of its public nature, the way in which it is subject to public scrutiny and outcry. This interest often runs to details of administrative action that in private business would never be of concern other then inside the

organization".
19 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) Fourthly, transparency is another important component of Public Administration that differentiates it from Private Administration. The operation of Public Administration is by and large open and transparent. On other hand, private/business administration is known for its secrecy of transaction. General employees do not have any access to such information. Fifthly, unlike the control of investors on financial affairs in private administration, in public administration, there is public control over the finance. Hence, no financial autonomy is provided in case of public administration as state acts as a supreme repository of public finance. The state via legislative mechanism, budget and auditing keeps a tab on public administration. However, private administration is gifted with much financial freedom. Sixthly, Public Administration is also committed to treat clientele uniformly irrespective of their socio-economic and political background. Backed up by the principle of the rule of law enshrined in the constitution, Public Administration is assigned to deliver all the goods and services to the citizen. Private Administration, no matter whether it is associated with the delivery of any service, does not have any such obligation. Driven by the profit motive, private administration only pays heed to those consumers who have adequate purchasing power. Seventhly, political character is another important hallmark of Public Administration. Owing to its engagement in democratic process and its ever responsiveness to public interest, Public Administration has been a subject of relentless political direction and control. Private administration on the other hand, is relatively free from politics as it functions largely in tune with the market forces. In order to foreground the political character of Public Administration vis-à-vis Private Administration Paul H. Appleby has nicely captured the essence of Public Administration in the following words: "

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administration is politics since it must be responsive to the public interest. It is necessary to emphasize the fact that popular political processes, which are the essence of democracy, can only work through governmental organization, and that all governmental organizations are not merely administrative entities, they are and must be political organisms."

Eighthly, Public Administration unlike its private counterpart has to work under a maze of rules and regulations. In Public Administration an administrator has to work under the paraphernalia of rules and regulations. The rationale behind designing such control mechanisms is to ensure that the administrative (public) activities are carried out in accordance with legislative and executive policies and any abuses of political power and public fund & may be curbed. However, Private Administrations do not have to work under such complex layers of rules and regulations.
20 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) Ninthly, in Public Administration administrators generally remain anonymous. Drawing on Weberian characterization of ideal type bureaucracy, public administrator seem to have imbibed the spirit of anonymity in discharging his/her assigned duties. Though designed to infuse impartiality in administration, this anonymous character of public administrator has its serious drawback as it may shield any wrongdoer with impunity due to lack of his/her identity. Private administration on the contrary, does things on its behalf. Tenthly, in terms of efficiency and effectiveness private administration always fares better than public administration. Though, of late there is an increasing sensitivity among the public administrators regarding efficiency and effectiveness, efficiency has never been a strong point in public administration. In fact, it is only in the wake of NPM movement across the globe that efficiency becomes a major issue in public administration. Private administration on the other hand is hailed for its supposed efficiency and effectiveness. Eleventh, public administration has an inherent tendency to monopolize. Though, of late with the onset of globalization public administration has parted with several duties monopolized by it so long, conceptually it does not allow competition in the provision of goods and services to the people. Private administration on the other hand, is essentially competitive in nature. 2.4 Commonalities between Public and Private Administration Despite having differences between public and Private Administration, mentioned above, it would be completely misleading to consider them as diametrically opposite entities. In fact, a great deal of commonality exists between the two types of administration as both of these administration subscribe to some common principles of organization. A group of scholars like Henry Fayol, Urwick et al have denied the line of demarcation between private and public administration. To them administration is the unified entity, which has two different variants viz. Private and Public Administration. Urwick for example has shunned any such attempt. To him "the attempt to subdivide the

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study of management or administration in accordance with the purposes or particular forms of undertaking seems to many authorities equally misdirected.

They have much in common. POSDCORB techniques are common to both". Hence, as Fayol had cautioned us, "

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we are no longer confronted with several administrative sciences but one which can be applied equally well to public and private affairs". Hence, the following

commonalities can be identified between Public and Private Administration :

21 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) The first and the foremost commonality between Public and Private Administration one could identify is that both types of administration are equally committed to provide efficient , effective and prompt services to the people. Secondly, both types of administration have to work under the similar working conditions. In a democratic set up both Private and Public Administration have to deal with popular demands and to abide by similar legal constraints. Therefore, both types of administration have to relentlessly adjust to the changing socio-economic and political environment. Thirdly, both types of administration have to cater their own clientele. Hence, both types of administration want to keep the clientele in good humour by developing a continuous, cordial relationship. Fourthly, both types of administration are amenable to similar set of rules and regulations. Fifthly, the managerial technique applied for managing administration is common for both the Private and Public Administrations. Sixthly, both types of administration have to wrestle with hierarchical set up in administrative deliberations. Though there is a difference of degree of hierarchy between Private and Public Administration, both have to muddle through it in handling personnel policy. Seventhly, the line of demarcation is often getting blurred in management as several types of partnership between Public and Private Administration in the name of PPP models or leasing out of services are coming up to handle new Administrative realities. Eighthly, both Public and Private Administration have been relentlessly striving for the improvement of the goods and services being provided by them. This is more so in the era of globalization, when citizen centricity becomes the heart of any administrative deliberation be it private or public in nature. 2.5 Conclusion To sum up, it can be argued that the neither the difference nor the similarities between Public and Private Administration is absolute. In fact, in reality there are lots of intersections, overlapping and grey areas between them. For operational convenience, these two types of administrations do often interact. Therefore, it is not judicious to bank on either of the extremes. This is more so if we take a look at the world wide neoliberal agenda like public sector reforms, New Public Management etc. in the globalized world designed to salvage neoliberalism from a series of market debacles. On the face of successive market meltdowns across the globe, a realization sets in among the neoliberals that too much reliance on market and that too at the cost of public sector (state/government) is at best be avoided. Hence, there has been a renewal of interest in public sector among the neoliberals. With no visible respite in sight, the neoliberals have decided to take recluse in the strong arm of the state by reforming public sector with infusion of several market principles of efficiency and economy.

22 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) Thus, for all practical reasons, the line of distinction between Public and Private Administration gets blurred. In today's world of heightened citizen-centricity several innovations like PPP model, contracting out of services, single window services etc, which have been made to provide efficient services to the citizen, have brought both the administration closer than ever before. Hence, there is no point in hammering at the differences between Private and Public Administration. 2.6 Summary ? In this unit we have understood one of the protracted debates in the textbook of Public Administration that is the relationship between the Public and Private administration. ? We have also explained the differences and similarities between the two types. ? Finally, this unit show us how the two types of administration come closer than ever before. 2.7 Glossary Altruistic : Behaviour is normally described as altruistic when it is motivated by a desire to benefit from one other than oneself. The term is used as the antonym of self interested. Public accountability : the underlying principle of public accountability is that the power and discretion held by the administrative authorities is subjected to public trust and scrutiny. 2.8 Model Questions ? What is Private Administration? ? Highlight
the differences between public and Private Administration. ? What are the commonalities between public and Private Administration? 2.9
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23 Unit-3 : Evolution of Public Administration Structure 3.1 Objectives 3.2 Introduction 3.3 The Conceptual Mapping of the Discipline 3.4 European Origin 3.5 American Origin 3.6 Paradigm of Public Administration 3.7 Evolution of Public Administration 3.8
Conclusion 3.9 Summary 3.10 Glossary 3.11 Model Questions 3.12 References 3.1 Objectives ? To understand the evolution of

Public Administration ? To provide with the historical background of both traditions of Public Administration– European and American 3.2 Introduction This unit intends to map the evolution of Public Administration. However, it is a daunting task as there is no unified version of the discipline. In fact, Public Administration is a contextually grown discipline. The present unit has the following arguments : First, the discipline has no authentic history to date. Secondly, there is no unified mass of Public Administration, no authoritative version of the discipline, associated with a particular geographical location, no authoritative commentator of the discipline and obviously no authoritative texts. Thirdly, since Public Administration is primarily a contextually grown discipline, there should be multiple versions of Public Administration with their respective histories, instead of one. Fourthly, there
24 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) has been a typical America-centricity or arguably parochialism in the epistemology of Public Administration. Several factors can be identified for such trends, which include among others the initial insularity of the American foreign policy, her apparent socio- economic and political stability during that phase, and the bailout package like Marshal Plan offered by the American government for the war ravaged Europe. Fifthly, the chapter also argues that we come across a new homogenizing version of Public Administration informed by New Public Management, heightened citizen-orientation, governance and so on since 1990s with the onset of globalization. However, this apparent familiarity of Public Administration does not automatically bring in a unified version of Public Administration. In fact, it is to be noted that relentless process of localizing is equally operational. Hence, the apparent projection of homogenous version of Public Administration needs to be customized in accordance with the local specificity. Sixthly, Public Administration, both as an academic discipline and a contemplative- cum-operational science of management has been wrestling with the intriguing question of identity ever since it came into being in 1887. Interestingly, more than hundred years down the line, the discipline is still in search of a stable identity. Seventhly, the discipline also lacks a coherent theoretical development. Eighthly, despite having an avowed applied directionality, the study of Public Administration mostly confines itself to several half-baked recipes of governance, constructs, approaches, concepts, models etc. for the want of an all-agreed homogeneous epistemology of Public Administration. 3.3 The Conceptual Mapping of the Discipline Here in this unit an attempt has been made to make sense of the development of
the discipline, not just as a mere enumeration of the phases of its development. To begin this section one would invariably encounter a host of problems: first, why do we need a conceptual mapping of the discipline at the first place? How do we map the discipline? Which version of Public Administration should we take as authentic? Is there any authentic history of the discipline? Or there are histories of the discipline? And so on. Answering these questions would invariably draw us closer to the historical developments of the discipline, and its persistent identity distress. The discipline has no authentic history to date. In fact, the development of the discipline is largely context specific. Hence, instead of tracing the history of the discipline, we should look for histories of the discipline, spreading across the borders. Until recently, the discipline of Public Administration has been dominated by the American texts, leading to the resultant marginalization of the contextual development of Public Administration. It is quite interesting but true that despite adequate background for the flourishing and

25 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) dissemination, the British tradition of Public Administration could not develop its independent status. In fact, the American tradition had overshadowed the European tradition during the post-cold war period. Why this is so? Why most of the text books in the discipline are of American in nature? Is Public Administration developed and practiced in US alone? Is it practicable to draw on an American version of Public Administration as authentic? These are but few puzzles that bound to haunt the students of Public Administration. Thanks to the Marshal plan and other ways of establishing American hegemony, the US tradition had been popularized throughout the globe. It is true that as an academic discipline Public Administration is relatively younger compared to her mother discipline of Political Science. It is little more than hundred years old. But Public Administration as a systematic contemplation and execution of collective efforts of management is as old as human civilization. The roots of the discipline especially the practical operational part of it can be traced back to the era of hunter-gatherers. As an academic discipline, though its origin and development is often associated with US, the European contribution to it is no less important, especially if we consider the importance of bureaucratic theory of management or administrative law etc. Before we continue, a caveat needs to be sounded that Public Administration does not have any authentic account of its development. More than hundred years down the line, the discipline is still in search of a stable identity. The different spatial location of its development has further added to the confusion. There is a clear distinction between Anglo-American and European (French and German) variants of Public Administration with their respective priorities. Actually, the discipline has had a long gestation period and that predates even 1887 and spans across both sides of the Atlantic. Most of the texts chronicle the evolution of Public Administration in the overall background of America. Even the handbooks of the discipline from reputed publications are not also free from the American bias. Consequently, the contextual documentation of Public Administration has suffered from serious setback. The Anglo-American version of Public Administration seemed to have overshadowed the other versions of highly rich variants of Public Administration. Thanks to colonial expansion and the resultant dissemination of enlightened rationality across the globe, Anglo-American versions of Public Administration took up the centre stage. If one starts revisiting the very article which is often claimed to have given birth to the discipline of Public Administration (at least the American version of it) authored by Woodrow Wilson, he or she will find that Wilson was too modest to claim any credit of fathering the discipline. On the contrary, he had rather candidly acknowledged the French and German professors for it and called for a similar kind of 'science of administration' for the Americans. In fact, much before the Wilsonian advocacy of the

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26 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) science of administration, there was a well-established tradition of Public Administration in Europe A few commentators even have tried to locate the crisis of identity within the very article of Wilson, which was apparently ambivalent and had no precise outline of the nascent discipline. Even some of them refused to acknowledge Wilson as the intellectual founder of Public Administration. Notable among them was Van Riper who wanted to give the credit of fathering of Public Administration to Dorman Eaton. In fact, the term 'Public Administration' began to figure prominently in European discourse as early as 17th century to 'distinguish between absolutist monarch's administration of public affairs and his management of his private household', however, the official recognition did not come until World War-I, when the professional chairs were introduced and the instructional textbooks on the discipline were published. Even in the context of America, there is hardly any consensus on the exact date of birth of the discipline, as a few scholars have traced the beginning of Public Administration in the publication of the famous 'Federalist Papers' by James Madison, Alexander Hamilton and John Jay. Stillman II has shown that American version of Public Administration, unlike its European counterpart, has "bubbled up quietly and haphazardly from grassroots reform, imbued with protestant moral uplift and democratic idealism". In fact, it preceded the state formation. European Public Administration was, however, a natural outgrowth of nation-state formation and had a strong state tradition. Stillman II has nicely put such dichotomy in the following words: 'continental Europeans deduce Public Administration from reason of state, whereas America's missing sense of state forces us to induce state from Public Administration. This fundamental difference, a deductive vs. an inductive way of thinking about the field, stands as a great divide separating the two sides of the Atlantic.' Hence, two distinctive strands in the evolution of Public Administration can be identified viz. the European and the American. European Public Administration was, however, a natural outgrowth of nation-state formation. But the American tradition of Public Administration is bubbling up from the grassroots. The distinctiveness of the said two strands of administration is also discernable in their respective approaches to organization. The American Public Administration has a purportedly 'human processual approach', whereas the European counterpart relied on a typical `techno-structural' approach. Whereas the human processual approach 'focuses on people and their collective goals', the techno- structural approach `focuses on the structure, technology and environment of organization'. 3.4 European Origin The systematic study of the discipline began in Europe, much before the Wilsonian advocacy of science of administration. In fact, Wilson had categorical mentioned the

27 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) contribution of European scholars in the following words: 'No, American writers have hitherto taken no very important part in the advancement of this science. It has found its doctors in Europe. It is not of our making; it is a foreign science, speaking very little of the language of English or American principle. It employs only foreign tongues; it utters none but what are to our minds alien ideas. Its aims, its examples, its conditions, are almost exclusively grounded in the histories of foreign races, in the precedents of foreign systems, in the lessons of foreign revolution'. European origin of the discipline can be attributed to the 'bureaucratization of nation-state'. Initially, it was dedicated to the grooming of the upcoming public officials for public service in Prussia. Hence, it was confined to a kind of code of conduct which includes a few do's and don'ts, necessary to guide a public servant in running a public office. Hence the study of administration in European context was largely a part of vocational training programme for the budding public servants. The Prussian example was adopted in rest of the Europe as well, though it was mainly confined to the civil service aspirants among the intelligentsia. 3.5 American Origin Though Public Administration as an academic discipline is a late corner in the US, it reached its apogee in terms of academic sophistication within a few decades of its existence. Before we discuss evolution of American Public Administration, the distinctive features of American society and polity need to be discussed, that could possibly give us clues of the uniqueness of American Public Administration. First, unlike its European counterpart, the US had enjoyed a relative insularity of sort, which had its impact on the development of American Public Administration. Several factors were held responsible for such insularity in its first century of existence. They include among others- geographic isolation, agrarian self-sufficiency, absence of threat to national security and limited demand for public services. But the situation began to change from late 19th century as a host of new developments like technological innovations, growing involvement in the international affairs, and increasing participation in a democratic coupled with a vicious environment of governance at the local level seemed to have challenged the US government, forcing her to end the seclusion and to work for a separate discipline. A select perusal of Woodrow Wilson's celebrated essay would validate the point. Wilson wrote: "the poisonous atmosphere of city government, crooked secrets of the state administration, the confusion, sinecurism, and corruption ever and again discovered in the bureaus at Washington forbid us to believe that any clear conception what constitutes good administration are as yet widely current in United States". As a young scholar, Woodrow Wilson rose

28 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) up to the occasion with a forceful plea for a new discipline. Second, The US had a typical anti-statist political tradition, which had led to a stunted and cautious growth of Public Administration. This radical anti-statist tradition in the political culture of the US was evident in the constitution, which remained conspicuously silent about anything that even remotely smacked of state power and authority. Consequently the important issues like civil service, budgets, executive departments, planning and so on did not find any mention in the Constitution. Moreover, the framing document of American state, had stipulated additional measures like federalism, separation of powers, periodic elections, a bill of rights and the like in order to ensure the goal of 'life, liberty and pursuit of happiness' as enshrined in the Declaration of Independence. The following factors are held responsible for such anti-statist tradition in the American political culture (a) Philosophically, the anti-statist tradition had drawn its inspiration from the Lockean philosophy of individual liberty, and the 16th century Calvinist religion. (b) The immigration was also held responsible for anti-statism in America. "America's belief in anti-statism" as Stillman views, "was further soundly reinforced over more than three centuries by waves of immigrants fleeing all sorts of oppressive regimes, from the Puritans in 1960 to the twentieth-century's escapees from fascism, communism, and numerous other varieties of 'isms', all carrying a peculiarly virulent hostility towards statism". Owing to above reasons and specificities, the development of Public Administration in US had registered a delayed and hesitant start. In fact, the growth of Public Administration research and training in the true sense of the term began in 1930s. The interlude between the Wilsonian advocacy and the publication of the first text on the subject by L.D. White was marked by a discourse, popularly known as 'Politic-administration dichotomy'. Hence, tracing the evolution of Public Administration as a 'heuristic' discipline is a problematique proposition as the development of Public Administration is largely context-specific and dependent upon the differential practices of administration. However, saving the American version no other contextual history of Public Administration is available. The puzzle of the overwhelming presence of the American ideas in the epistemology of Public Administration despite Wilson's acknowledgement to the contrary, can be solved if we consider the international political and social contexts of 1930s and 1940s along with Second World War. The initial insularity of the American foreign policy and her apparent socio-economic and political stability during that phase had enticed the war- ravaged Europe to fall back on America for the bailing out package in the form of international aid. The America-centricity is quite revealing in the epistemology of Public Administration.
29 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) 3.6 Paradigm of Public Administration American-centricity in Public Administration is evident in a famous article where Nicholas Henry has equated American Public Administration with the discipline of Public Administration per se. In this celebrated article he had encapsulated the evolution of American Public Administration in form of five overlapping paradigms. A brief overview of these paradigms deserves some space here. Drawing on Robert T. Golembiewski's perceptive essay, which has understood intellectual development of Public Administration in terms of locus and focus, Nicholas Henry has identified

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five paradigms: paradigm-1 (The Politics-Administration Dichotomy), paradigm-II (The Principal of Administration), paradigm-III (Public Administration as Political Science), paradigm-IV (Public Administration as Administrative Sciences), and paradigm-V (Public Administration as Public Administration).

Paradigm I : The Politics/Administration Dichotomy (1900-1926) This paradigm marks the distinction between politics and administration. Though initiated by Woodrow Wilson in his path breaking article entitled 'The Study of Administration' in 1887, Henry had earmarked the publication years of two important publications by Frank J. Goodnow and L.D. White to identify this paradigm. Frank J. Goodnow was the first to theoretically substantiate the Wilsonian advocacy for separation between politics and administration in 1900 in Politics and Administration. For Goodnow politics should be concerned with the policies and the expression of state will; and administration with the execution of policies. The major thrust of this paradigm was the locus—where Public Administration should be. This dichotomous relationship had another strong advocacy in the first text book of the discipline— 'An Introduction to the Study of Public Administration' authored by L.D. White. White had categorically mentioned that there should not be any intrusion of politics in administration. Paradigm II : The Principles of Administration (1927-1937) The second paradigm is associated

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with the publication of F. W. Willoughby's book "Principles of Public Administration"

in 1927, where he had called for the development of scientific principles of administration. To him mastering of these scientific principles would give administrators managerial edge over others. The birth of this paradigm had definite contextual underpinnings. Owing to their superior knowledge of management, Public Administrationists during 1930s and 1940s were the most sought after experts, both in industry and government. Consequently, the Public Administrationists started 'manufacturing' the scientific principles of organization with universal applicability, which had culminated to `the high noon of orthodoxy' with the publication by Luther
30 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) H. Gullick and Lyndall Urwick, entitled Papers on the Science of Administration' in 1937. A select perusal from one of the papers from the said publication by Urwick is indicative of the universal pretention and orthodoxy : "
It is
the general thesis of this paper that there are principles which can be arrived at inductively from the study of human organization which should govern arrangements for human association of any kind.
These principles can be studied as a technical question, irrespective of the purpose of the enterprise, the personnel comprising it, or any constitutional, political or social theory underlying its creation."
However, the heyday of the scientific principles of organization had come to an abrupt end during 1938 to 1950. The traditional ideas of Public Administration like politic/administration dichotomy along with the scientific principles of organization had faced serious rebuttals from the scholars like Robert A. Dahl, Herbert Simon, Waldo et al. However, the most damaging of these was the 'formidable dissection' (to paraphrase Henry) by Herbert Simon. Simon in his Administrative Behaviour in 1947 had questioned the feasibility of the scientific principle of organization. By the

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mid- century 'the two defining pillars of public administration.' namely the politics/ administration dichotomy and the principles of administration had been

discarded by the scholars of the discipline. The loss of this two defining pillars of public administration had relegated the discipline from a distinctive epistemological identity to the margin. However, the traditional public administration had managed to withstand the assiduous attacks on its basic foundation. Interestingly enough for resurrection it had to rely upon Herbert Simon, who was actually instrumental in discrediting its very foundation. In fact, in a lesser known article, entitled "A comment on 'The Science of Public Administration' Simon argued in favor of pure science of administration on a thorough grounding in social psychology. However, such proposal of Simon of maintaining pure science on the plain of social psychology had all the likelihood of logically drifting public administration from its mother discipline, Political Science, which has been a rich source of human values for it. But owing to the following factors the ties between political science and public administration had remained intact: firstly, the public policy making process kept the linkages between Political Science and Public Administration. Secondly, political scientists have been resisting the growing independence of Public Administration, because political wanted to keep a dominant position over Public Administration. Thirdly, the precarious conditions of political science during post-second world war era had kept the ties intact as Public Administration had been the greatest drawing card for student enrollments and government grants.

31 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) Paradigm-III : Public Administration as Political Science (1950-1970) Consequently, Public Administration had managed to keep its place within the discipline of Political Science. The third phase marks a consolidation of the strenuous relationship between Political Science and Public Administration. The outcome of this exercise was the 'defining away' the field in terms of priorities, essential expertise, area of interest, and so on. But the apparent bonhomie, as it were, between the disciplines in the early 1950s had evaporated with the end of the decade and deep- seated superiority complex of Political Science began to surface. Public Administration has been systemically dropped from different disciplinary committees of the American Political Science Association. Waldo had nicely encapsulated this big brotherly attitude of Political Science in the following words: "the truth is that the attitude of political scientists...is at best one of indifference and is often one of undisguised contempt or hostility. We are now hardly welcome in the house of our youth". Paradigm-IV : Public Administration as Administrative Sciences (1956-1970) Under this paradigm a desperate effort was evident among the scholars to get out of shadow of Political Science and to stake its claim as an independent discipline. Driven by the 'the undisguised contempt' expressed in the attitude of the political scientists vis -a vis Public Administration, Public Administrators began to search for an alternative in administrative science option. This paradigm almost coincided with paradigm III. Major concern of this paradigm was the loss of identity within the confines of an overarching concept. As a paradigm administrative science has a focus but the locus was not clearly defined. A number of developments have been registered in this phase as the business schools have offered alternative paradigm. A new journal called 'Administrative Science Quarterly began its journey during this phase to underscore the premise that administration is a universal construct, therefore making the distinction among public, business and institutional administration is wrong. This paradigm has also witnessed a rapid development of organizations. However, the major shortcoming with this paradigm was that though it fell short of claiming universal credential, believed that all organizations and managerial methodologies have certain characteristics, patterns and pathologies in common. 3.7 Evolution of Public Administration On the basis of the above rationale, Stillman II has traced the evolution of American Public Administration under the following heads : POSDCORB Orthodoxy (1926-1946)-Stillman II took

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the publication of L.D. White's Introduction to the Study of Public Administration

in 1926 as the effective beginning

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32 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curretion (Dt. 17.10.2022) of the discipline, though the foundation stone was laid almost four decades earlier by Wilson. The POSDCORB is an acronym, which encapsulates the kernel of good administration viz. planning, organizing, staffing, directing, coordinating, reporting and budgeting. It was popularized by Luther Gullick in his famous book entitled 'The Papers on the Science of Administration'(1937). It arrived at a time when the US was reeling under the twin crises—the Great Depression and World War II and claimed to have bailed out the US from the said crises. However, the POSDCORB orthodoxy failed to impress the post war scholars. To them POSDCORB view was full of contradictions. Social Science Heterodoxy (1947-1967)— This phase had witnessed the waning of POSDCORB orthodoxy and the birth of social science heterodoxy. Contextually speaking, with the successful campaign against the twin challenges mentioned above, the US had emerged as a new leader in the post war world order. Soon the US had repudiated her century-old policy of seclusion and got embroiled in a protracted cold war with the communists. The POSDCORB perspective of administration found inadequate to meet the new realities as Robert Dahl and Herbert Simon had shown in their respective publications. Under the circumstance, the American had engaged into a 'self-protectionist's frenzy of administrative state-building'. And subsequently in the process it had encouraged a cross-fertilization of knowledge of social sciences. The social science heterodoxy was the outcome of such context. As a result American Public Administration becomes much broader and less parochial. The Reassertion of Democratic Idealism (1968-1988)— From the late 1960s to late 1980s the American society had witnessed a tremendous upsurge of democratic idealism in the form of anti-statism, which was culminated in two separate events viz. Minnowbrook Conference and the publication of Vincent Ostrom's 'The Intellectual Crisis in American Public Administration'. Stillman called them as the manifestation of 'democratic temper of the times'. The Refounding Movement (1989-to the Present Day)— The year 1989 had dawned a new era of US hegemony with the collapse of Communism. However, the dramatic event had also opened up floodgates of problems and challenges before the US government, which needed to be addressed at war footing. Public Administration, both as a contemplative and operational science of management, had geared up to the challenges and started refounding its basics. A few fundamental questions were re- excavated and the issues like public interest, accountability, responsibility, public welfare and so on had resurfaced in the discourse of Public Administration. Stillman has identified seven distinctive strand of thoughts engaged in this refounding exercise or movement viz. the reinventors, the communitarians, the VPI refounders, the

33 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curretion (Dt. 17.10.2022) interpretivists, the tools makers, new bureaucratic analysts, from management to governance. The Re-inventors— This group of thinkers had drawn their inspiration from a path-breaking publication by David Osborne and Ted Gaebler, entitled Reinventing Government (1992). Written in the backdrop of receding credibility of bureaucratic governance, Osborne and Gaebler, in their book did not repose their faith on the alternative market option. Quite alive to the weaknesses of both the alternatives, they came out with a third way'. Combining the best of government and the best of market, they suggested a hybridization of sort, what they called "the Entrepreneurial Government". The prescription put forward in the book was adopted by the Clinton administration to reform the federal government. However, from the late 1990s for various reasons, the re-inventing government had experienced marked decline. The Communitarians : Banking on the philosophy of communitarianism, a group of intellectuals like Etzioni, Selznick, Galston, Chrislip et al have actively campaigned for retrieving the value of community or communal living in order to counter the breakdown of society and social dislocation. The VPI Refounders : Unlike the above two schools, the Virginia Polytechnic Institute(VPI) refounders were mostly the insiders. They were mostly senior scholars of the discipline. With an objective of figuring out the future of the discipline they met at the French town of Charllott.The upshot of the meet, subsequently known as the Blacksburg Manifesto, came out in two successive publications under the following titles: "Refounding Public Administration"(1990) and 'Refounding Democratic Public Administration"(1996). The Interpretivists : Drawing on the philosophical principles of phenomenology and ontology, the interpretivist administrative thinkers sought to probe into some of the profound questions confronting the discipline. The Tools Makers : This school of refounders advanced new 'analytical methods' for 'weighing the costs and benefits of various delivery alternatives', without bothering about the ethical question of right and wrong. New Bureaucratic Analysis : This school contributes a rich literature of Public Administration, which relocates the fundamental issues pertaining to public bureaucracy viz. public accountability, oversight, control, power, institutional performance, responsiveness to democracy, to interest groups. From Management to Governance : This school has argued that the traditional top- down management practices have given way to new model governance.

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Conclusion
In the foregoing analysis an attempt has been made to
trace the evolution of
public administration as a discipline. However, as evident from the above discussion, it is out and out a problematic proposition as there is no uniform version of Public Administration as practice is in place. In fact, owing to contextual variations Public Administration as a practice develops several variations. Hence, as a discipline Public Administration encounters difficulty of generalization in terms of its conceptual mass as well as its stages of growth. Hence, the need of the hour is to get out of typical Anglo-American periodization of the stages of growth of Public Administration and to customize it in accordance with the socio-cultural context. 3.9 Summary An attempt has been made to trace the evolution of public administration as a discipline. A comprehensive analysis has been presented in terms of the European - American version of the stages of growth of Public Administration. 3.10 Glossary Paradigm : A very clear or typical example used as a model or example. A set of theories that explain the way a particular subject is understood at a particular time. Evolution : A process of change in all forms 3.11 Model Questions ? Trace
the evolution of Public Administration as an independent discipline. ? Do you think that Public Administration as a discipline has a typical American bias? Argue in favour of your answer. ? Examine the major paradigms of Public Administration as enunciated by Nicholas Henry. ? What do you mean by the politic-administration dichotomy? ? What is the refounding movement in Public Administration? ? What do you understand by the 'European origin' of Public Administration? ? What do you understand by the Reassertion of Democratic Idealism?
35 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) ? Write a short note on social science heterodoxy. ? What is meant by homogenizing version of Public Administration? 3.12 References ? Public Administration Evolving: From foundations to the Future; Ed. Mary E Guy and Marilyn M Robin ? Public Administration and Public Policy; Lohit Matani Oakbridge: New Delhi 2019 ? New Horizons Of Public Administration; Mohit Bhattacharya Jawahar Publishers and Distributors, New Delhi : 2018.
36 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) 36 Unit-4 : Impact of Globalization on Public Administration Structure 4.1 Objectives 4.2 Introduction 4.3 Making sense of Globalization 4.4 Impact of globalization on Public Administration 4.5 Conclusion 4.6 Summary 4.7 Glossary 4.8 Model Questions 4.9 References 4.1 Objectives ? To take stock of the discipline especially in the era of globalisation. ? To study in brief the various dimensions of globalisation. ? To examine the impact of globalisation on Public Administration both as a discipline and practice. 4.2 Introduction As a sweeping socio-economic process globalization has brought literally a tectonic shift in the very contour of the discipline. Indeed in the shift from the 'government in operation' to 'government in collaboration' Public Administration has traversed a long distance ever since it came into being. The present unit intends to take stock of the discipline especially in the era of globalization. There is no denying that globalization has brought a paradigm shift in the epistemic world, Public Administration as a discipline is no exception either. As a multifaceted phenomenon, globalization has literally challenged the very foundation of the discipline i.e. the sheet anchoring role of state in Public Administration. Conceptualized in different ways, globalization is essentially a neoliberal design of expanding the model of free market economy across the globe. For operational purpose, globalization calls for a radical restructuring of public affairs with the progressive downsizing of the state and the corresponding enlargement of the market.
37 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) Such tectonic shift in the very conceptualization of public sector has a serious repercussion for public administration both as a discipline and as a practice as the scholars and practitioners had rightly cautioned us about the uncertain future of the discipline. But proving those apprehensions false, public administration has survived the onslaught of globalization and reinvented itself to cope up with the changes.

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It has freed the discipline from the stifling regimen of structure and paved the way for more accommodative, less hierarchical type of

a discipline based on networking and collaboration. The present unit will try to assess the impact of globalization on public administration. 4.3 Making sense of Globalization Before moving on to the next section for analyzing the impact of globalization on public administration both as a discipline and practice, this section attempts to make sense of globalization. As mentioned earlier, globalization has taken the globe by storm. As a multifaceted phenomenon, globalization has touched upon almost all the aspects of our life. Though the word globalization came into vogue in 1990s, the term was coined for the first time in 1959 by The Economist. Even the word global had a history of 400 years. (Water:ibid). Despite the centrality of the concept in our daily life there is hardly any all- agreed definition of it. The Handbook of Globalization, Governance, and Public Administration (2007) has rightly captured the essence of conceptual dilemma associated with the concept of globalization in the following words: "Globalization has meant many things to many people. The ideas are diverse, interchangeable, and broad, so much so that it is easy to fall into a definitional trap. For example-economists consider globalization as an advance step toward a fully integrated world market. Political Scientists view it as a march away from the conventionally defined concept of state with territorial sovereignty and the emergence of supranational and global governing bodies under a new world order. Business school scholars and consultants see globalization as unlimited opportunities in a borderless world'. Others view globalization as a phenomenon driven only by private sector corporations, not governments. These viewpoints reflect different lenses of seeing the world, and they promote the interests they are supposed to serve"(Farazmand and Pinkowski: 2007). The associated conceptual confusion notwithstanding, globalization is out and out an epoch making phenomenon that forces us to revamp our conventional worldviews on polity, economy and society. Moreover, the concept of globalization is projected with such a conviction that it may appear inevitable and the possibility of any alternative to it is literally nonexistent. However, critics have

 refused to buy the inevitability thesis by associating it with capitalist development. To them, globalization has been brought into being as an ideological smokescreen to clothe the real expansionist design of the capitalism. Drawing on the analysis by David Held and McGrew globalization can be conceptualized by a "tripartite cluster of forces viz. increasing global economic interconnectedness, repositioning of political space and national sovereignty, and last but not least the growing and deepening enmeshment of global and local cultures" (David Held and McGrew:2000). Hence, the concept of globalization comprises of three important dimensions, viz. economic, political and social/ cultural. Here an attempt will be made to discuss each dimension in a user-friendly manner. Economic Dimension Economic dimension of globalization stands for integration of national economics into international economic order marked by free trade, free flow of labour and capital, and free flow of technology. Essentially economic in nature it is associated with the modalities like Liberalization, Privatization and Globalization or what is popularly known as LPG. Though not necessarily happened in a sequential manner, success of globalization calls for proper implementation of the aforementioned modalities. Liberalization, one of the most important components of globalization points to the unlocking of the domestic market to open competition. Unlike the typical protectionist approach usually adopted by the national governments to salvage the domestic market from being exposed to the harsh external competition, liberalization process encourages bringing down of the tariff barrier between sovereign states. Jiblerto and Mommen have identified the following components of liberalization: "first, privatization of state and parastatal enterprises in order to reduce inefficiencies and government protection monopolies; second, high interest rates and credit squeeze in order to reduce inflationary tendencies; third, trade liberalization in order to open up the internal market and expose local industry to world market competition and boost foreign trade exchange; fourth, domestic demand management, leading to a lowering of state budgets and decreasing expenditure in the social sector; fifth, currency adjustment in order to improve the balance of payment by raising import prices and making exports more competitive; and sixth, free market prices in order to remove distortions resulting from import taxes on luxury items" (Jiblerto and Mommen: as cited by K.N. Kabra:1996). Another important component of the economic dimension of globalization is privatization. It calls for gradual relieving of the state from its duty of provisioning goods and services to the people with the corresponding enlargement of the role of private sector. However, privatization is not always a self propelled

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39 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) proposition. In fact, the demand for privatization is raised due to several pressures, as Savas has mentioned four such forces viz. pragmatic pressure, ideological pressure, commercial pressure and populist pressure. Further, Savas has identified four 'interrelated and mutually reinforcing strategies' to put privatization in practice viz. load-shedding, devolution, user charges, and competition. And the final component of economic dimension is globalization itself. It signifies the unification of global markets. Three different kinds of infrastructures are believed to have been instrumental in implementing globalization, which include among others the physical infrastructure comprising of communication, transport and banking systems, normative infrastructure like trade laws and symbolic infrastructure like English as lingua franca (Held & McGrew: ibid). Political Dimension Though globalization indicates an economic project of unification of global markets, the success of the said project is contingent upon political dimension to a great extent. In order words, successful globalization called for a thorough 'reconfiguration of political space' so long dominated by Westphalian state-centric geopolitics. It is also said that globalization has dawned a post-Westphalian world order. The Westphalian 'constitution of world-order' was the product of the treaty of Westphalia signed at the end of thirty years' war in 1648. The treaty was famous for heralding a new era of sovereign nation-state system based on the three principles of territoriality, sovereignty, and autonomy. Globalization has not only brought a paradigm shift by ushering in an era of 'geo-centric global politics', but also infused a reasonable amount of apprehension and fear among the disciples of sovereign nation states. But proving those apprehensions baseless, nation states survive the so-called neoliberal onslaught of globalization, albeit in a new form. In fact, the onset of globalization has led to a re-positioning of the state vis-à-vis non-governmental sectors including market, NGOs, civil society organization, people's initiatives in the garb of governance. Social/Cultural Dimension The third and the most important component of globalization is the cultural or social dimension. Cultural elements play significant roles in sustaining the process of globalization. There is no denying that for successful globalization, economic integration of global markets and its political precondition of repositioning of political space should be backed up by cultural homogenization. However, it is very difficult to pin down the actual nature of cultural element, as it simultaneously represents the component and variant of globalization. Moreover, it would be prudent to understand the nature of cultural or social element of globalization as it represents two contradictory pulls

40 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) viz, cultural homogenization vis-à-vis cultural specificities in terms of localization. Hence, the successful completion of globalization is contingent upon relentless contestations between the two processes. Theoretically speaking, it is believed that the homogenization of global cultural space would bolster the unification of global capital, but in reality the cultural specificities in the form of innumerable cultural identities or what is popularly known as localization poses a serious challenge to the unification of markets across the globe. Consequently, there has been considerable convergence in global cultural practices, where global meets local, making a hybridization called 'glocalization'. 4.4 Impact of globalization on Public Administration It would not be an overstatement to say that globalization has brought a paradigm shift in Public Administration. This section tries to assess the impact of globalization on public administration. Globalization has not only unchained the discipline of Public Administration from structural reification, manifested in the form of the discipline's proclivity to rules, rigid hierarchy, centralization, unity of command and so on , but also given birth to an altogether new genre of Public Administration informed by flexibility, accommodativeness and entrepreneurship. Initially there was a lot of uncertainty relating to the future of Public Administration in the wake of globalization as a host of scholars and self styled experts sounds alarm for the future of the discipline. Some of the experts were of the opinion that Public Administration both as a discipline as well as practice was going to face an existential crisis, as state, the very fountainhead of Public Administration would come under serious threat. But proving those doomsday predictions wrong Public Administrations survived, casting aside the so-called apprehension of the neoliberal onslaught of globalization. However, Public Administration has experienced a metamorphosis of sort where the traditional version of Public Administration with a 'sheltered bureaucracy' has given way to a more flexible, less hierarchical, proactive and more entrepreneurial post-bureaucratic form of administration based on networking and partnership. However, the said transformation in Public Administration was not confined to structural level alone. From the functional point of view also Public Administration had experienced substantial changes especially in the area of delivery of public goods and services to the clientele. Unlike the typical public provisioning of goods and services in traditional Public Administration, Public Administration in the era of globalization has donned a new role of collaboration with numerous agencies and associations operational at the societal level, including the third sector for delivering public goods and services.

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41 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) Despite the perceptible shift in its role from the sole provider of goods and services to a mere facilitator of the entire process, Public Administration did not sustain the level of damage it was initially feared. In fact, Public Administration in the era of globalization had enjoyed almost the same kind of confidence as it used to enjoy during the era of traditional Public Administration. In fact, of late unlike its earlier version based on market fundamentalism, neoliberals had also appreciated Public Administration for its sufficiently legitimizing capacity to provide a humane face of market operations. Hence, Public Administration has retained its centrality in the era of globalization, albeit certain changes.

In the following section an attempt will be made to illustrate the

changes that had transpired in the discipline of Public Administration in the wake of globalization. Putting it broadly the impact of globalization on Public Administration can be categorized into three groups: structural impact, procedural impact and attitudinal impact. Structural Impact If one ventures out to assess the impact of globalization on Public Administration, it is the structural impact that would draw his attention first. The structural impact of globalization on Public Administration can be summarized in the following points: First, structurally speaking, globalization has brought a fundamental transformation in the very nature of Public Administration as the centrality of state in the discourse of Public Administration has undergone a sea change. The state-controlled and bureaucratically-managed paradigm of administration had given way to a more flexible, market-based administration. In other words, structural changes entailed 'reconfiguration of political power' in the form of re-positioning the state vis-à-vis the third sector including market, NGOs, civil society organization, and people's initiatives. Secondly, the structural alteration of Public Administration was also felt in the traditional bureaucratic notion of organization. The onset of globalization had brought a paradigm shift in organization with respect to boundary, and mode of operation, leading to the rise of post-bureaucratic organization. Thirdly, globalization had brought a complete structural shift in the process of governing through the introduction of a new governance discourse. Fourthly, the impetus of globalization has stimulated the demand for public sector reform movement across the globe in the form of 'reinventing the government' movement and New Public Management(NPM) movement; Fifthly, the demand for public sector reform movement has also mooted the long pending issue of civil service reform; Sixthly, globalization has blurred the line of demarcation between private and public administration by giving more elbowroom to the non-governmental and civil society organizations and the private sector.

42 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) Procedural Impact Impact of globalization on public administration was not confined to structural level alone. In fact, much of the structural changes that had transpired in Public Administration were based on some procedural changes as well. The procedural changes that entailed in the wake of globalization may include among others contracting out of public services, introduction of the quality consciousness among the citizens in the form of quality cycles, Total Quality Management, performance measurement techniques, and empowerment of the citizenry via citizen's charter. Needless to say that the aforementioned procedural changes, which were largely remained unheard of till the onset of globalization, had changed the very contour of public administration. Attitudinal Impact Assessing the impact of globalization on Public Administration would have been grossly underestimated had we not mentioned the attitudinal transformation within its fold. First, the onset of globalization has engendered a new level of global consciousness for transparency, accountability and global justice, in administrative deliberations. Secondly, globalization had led to a virtual metamorphosis of sort in the strenuous relationship between citizen and administration, where both rediscovered their real worth in relation to each other. Thirdly, as a corollary of the previous point, another important impact of globalization on Public Administration is the empowerment of citizens. 4.5

Conclusion

In the foregoing analysis an attempt has been made to

understand the

complex correlation between globalization and Public Administration. Needless to say that it is a daunting task as the phenomenon of globalization is still in a state of unfolding. It had literally unlocked a floodgate of possibilities and problems for Public Administration ever since it came into being in 1990s. Despite apprehensions in the beginning, globalization did not sound death knell for Public Administration. Rather, globalization had

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increased the urgency of having a more proactive Public Administration

informed by efficiency and effectiveness.
43 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) 4.6 Summary ? An attempt was made to understand the essence of conceptual dilemmas of Public Administration associated with the concept of globalisation. ? This section has also tried to portray how globalisation has brought a Paradigm shift in public administration. 4.7 Glossary Globalisation : it is the process of interaction and integration among people, companies and governments worldwide. Globalization has accelerated due to advances in transportation and Communication And Science and Technology. It is primarily an economic process of interaction and integration that is associated with social and cultural aspects too. Paradigm shift : it is a fundamental change in the basic concepts and experimental practices of a scientific discipline. 4.8 Model Questions ? Write a critical note on the impact of globalization on public administration. ? 'Globalization is essentially an economic concept'— Elucidate the statement ? Do you think reconfiguration of political space is a necessary precondition of globalization? Argue your case ? Write a short note on the cultural or social dimension of globalization. ? Identify the major structural impact of globalization on Public Administration. ? Discuss the political dimensions of globalisation. ? Write a short note on the attitudinal impact of globalization on Public Administration. ? Analyse the procedural impact of globalisation on Public Administration. ? Define globalisation.
44 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) 4.9 References ? Globalization and its Critics: Perspectives from Political Economy Ed. Randall Germain Palgrave Macmillan; 2000th edition (March 2000) ? Globalization and Development Studies Challenges for the 21st Century Ed. Frans J Schuurman Vistaar Publications, New Delhi 2000 ? Chakrabarty, Bidyut, Public administration in a globalizing world. Thousand Oaks, Calif. : Sage Publications, 2012
45 Unit-5 : Comparative Public Administration, Development Administration, New Public Administration, New Public Management Structure 5.1 Objectives 5.2 Introduction 5.3 Comparative Public Administration 5.4 Development Administration 5.5 New Public Administration 5.6 New Public Management 5.7 Conclusion 5.8 Summary 5.9 Glossary 5.10 Model Questions 5.11 References 5.1 Objectives ? To present a broader view of several variants of Public Administration ? To discuss the topics and themes that include the past and current concerns and interests of the discipline 5.2 Introduction This unit intends to present a snapshot view of several variants of administration, representing different temporal and locational positions. Not necessarily ordered in a sequential manner, the above concepts of administration point to the dynamic nature of the discipline which keeps changing with the evolving time. The unit has the following 4 sections. These sections introduce the above concepts. Public administration scholars and practitioners are increasingly concerned with the need to broaden the field's scope beyond particularistic accounts of administration in given countries. The fields of comparative public administration, development public administration and

46 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curretion (Dt. 17.10.2022) new public administration are thriving. Equally exciting is contemporary new public management scholarship. These sections would provide readers and opportunity to contextualize the fields 'growth and evolution. This chapter is organized around broad array of topics and themes that include the past and current concerns and interests of the discipline. 5.3 Comparative Public Administration Comparison is said to be a normal human instinct, which an individual resorts to make sense of his/her relative position vis-a-vis a person or situation. It is as old as human civilization. Aristotle had widely used the comparative methods and came out with his famous taxonomy of governments. Max Weber made use of this comparative research during 1895 to 1920. However, as a scholarly pursuit, it could not claim to have a long history as it draws academic attention only after Second World War. With an objective of developing administrative experiences in different contexts the concept of comparative Public Administration had been brought into being via the birth of the Comparative Administration Group (CAG) under the aegis of the American Society for Public Administration (ASPA). Though, the real impetus for comparative Public Administration came with the birth of CAG, it had its precursor in the form of a committee on comparative administration as early as 1953. The major intention of engaging into cross-cultural studies of administration was to find out any underlining patterns and regularities to be employed for making generalizations. It was argued that the comparative approach had imparted us the way of exploring, reflecting, and understanding the entire human experience without getting trapped into an ethnocentric perspective. It enjoyed huge financial support from the Ford Foundation until the disbanding of CAG in the post-Vietnam period (1971). From 1990s there has been a renewal of interest in the comparative studies in the garb of New Public Management (NPM) as the neoliberal dream of integrating markets across the globe required pool of comparative knowledge of administrations. 5.3.1 Distinguishing features The distinguishing features of comparative Public Administration can be summarized as follows : First, Its centrality in understanding the contextual administrative deliberations notwithstanding, as a future subfield of public administration, the comparative public administrative cannot boast to have a long history as it received due academic attention only after the second world war. Secondly, the said subfield was also marked by diverse and contesting approaches. Partly because of the keen interests the scholars

47 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curretion (Dt. 17.10.2022) share with the discipline and partly because of the fact that scholars of different disciplinary persuasions have forayed into the field, the discipline has registered a diversity of approaches. Thirdly, the subfield especially under the stewardship of Fred Riggs had also experienced a definite tilt towards scientific analysis especially the form of nomothetic and ecological approaches. Fourthly, another characteristic feature of this subfield was the predominance of the American scholars. In fact, the cross- cultural orientation of the subfield was primarily driven by the American interest. The liberal endowment by the Ford Foundation had further cemented the American presence in the comparative public administration. Fifthly, the attention of the subfield had been veering round a couple of objectives viz, theory building and administrative problem solving. 5.3.2 Major Proponents : There is no denying that comparative public administration had attained its distinct visibility under the tutelage of Fred Riggs. In fact, under his chairmanship the Comparative Administrative Group (CAG) became highly productive and engaged into comprehensive programme of research for attaining reliable generalizations about administrative theory and practice. Though popularized as an important subfield of Public Administration in the post Second World War, the roots of it can be traced back to Aristotle. However, Woodrow Wilson in recent past had underscored the importance of comparative method for developing scientific study of administration. Wilson in the seminal article, (which is said to have given birth to the discipline of Public Administration) entitled 'The Science of Administration' in Administrative Quarterly in 1887, had reposed his faith on comparative method. During the early part of 20th century Max Weber had also resorted to comparative method in differentiating three types of authority systems. However, the real boost in comparative studies was registered in 1962 with the birth of Comparative Administration Group(CAG), wherein a dedicated group of scholars decided to develop the comparative method as an important tool of measuring administrative development. This phase was primarily dominated by Fred Riggs and Ferrel Heady. Riggs had forcefully argued in favour of comparative method to make administration a truly scientific enterprise. Riggs believed that "Actually, all systems of government require comparative analysis if we are to understand cause/ effect relationships and achieve predictability. This applies as much to the study of American government as any other. Whenever we want to focus our attention on any country, we can easily use geographic terms to specify the context-e.g. Public Administration in Asia, Africa, Latin America, Europe, or the U.S." (2002). Ferrel Heady had identified five key concerns of comparative Public Administration, which included among others, the relentless search for theory, advocacy for practical

48 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) applicability, occasional contribution of comparative politics, interests of scholars pertaining to administrative law; and last but not the least comparative assessment of the persisting problems of Public Administration. 5.4 Development Administration Born at the critical juncture of decolonization, the concept of development administration was brought into being with an objective of bringing about rapid socio- economic development in the newly independent states of Asia, Africa and Latin America. Designed with an objective of catapulting the erstwhile colonies into the steady growth trajectory, the concept of development administration put lot of emphasis on development per se. It is essentially a government induced endeavor intends to bring about rapid socioeconomic transformation.

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The term of 'development administration' was coined by an Indian civil servant, U.L. Goswami in his article entitled ' The Structure of Development Administration in India'

in 1955, in the context of community Development Programme. However, it was the Western especially American scholars like George Gant, Donald C. Stone, F.W. Riggs and Edward Weidner et al have developed it into vibrant subfield of Public Administration. The state led development initiatives in the West had begun in the decade of 1950s. The intellectual roots of it in the West can be traced back to Robert Dahl's seminal article entitled ' The science of Public Administration: Three problems' (1947), where he had identified the inability of developing a comparative perspective as the major shortcoming of Public Administration. Conceptually speaking, the concept of development administration comprises of two distinct yet interrelated components viz. the administration of development and the development of administration. The administration of development stands for a particular type of administration which is dedicated to development alone. However, this definition is conceptually flawed as no administration can be designated as totally developmental in nature. In fact, in reality administration per se comprises of both the developmental as well as routine activities. Hence administration of development can be defined as the administration which lays special emphasis on developmental tasks in addition to routine tasks normally associated with any administration. The development of administration on the other hand is a boon in disguise as the prolong engagement of administration with developmental activities has led to development of administration in terms of acquiring new skills, techniques to deal with the realities of the newly independent states. Following George F.Gant, development administration can be defined as a complex of agencies, management systems and processes that a government establishes to achieve its goals'. According to him Several factors can be

49 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) held responsible for the birth of development administration, which include among others first, the exponential rise of newly independents states in Asia, Africa and Latin America during the decolonization phase; Secondly, the compulsions of the Western especially US scholars to explore the reasons behind the failure of the assistance programme to the developing countries have engendered an urge among them to understand the nature of governance in these countries; and thirdly, the formation of the Comparative Administrative Group had brought a huge fillip in the field of development administration as the scholars of Comparative Administrative Group took an active interest in the study of administrative systems in developing countries. At least two major contributions of development administration can be recognized viz first, it had identified the incommensurability of Western model of development and public administration to the needs of the developing countries. Secondly, the scholars of development administration had called for changes in the administrative systems and practices in order to manage the technical assessment programme. 5.4.1 Features of Development Administration Hence, it would not be an exaggeration to say the development administration is a qualitatively different genre of administration informed by change orientation, result orientation, citizen centricity, commitment to work and so on. The distinguishing features of development administration can be enumerated as follows: The first and perhaps the most important feature of development administration is the philosophy of change. In fact, change especially the socio-economic and political dimension of change constitutes heart of development administration. Here change orientation in administrative deliberations intends to bring about structural reorganization of administration including removal of unemployment, alleviation of poverty, introduction of innovative programme to augment production, and so on. Secondly, development administration is also known for its goal orientation. Unlike the routine administration, development administration is committed to the objectives of the organization. Thirdly, the client orientation is also held as one of the redeeming features of development administration. Though administration by nature is dependent upon clientele satisfaction, development administration has foregrounded the issue so that citizens may be roped in the developmental activities. Fourthly, the temporal dimension or the time orientation is another important feature of development administration. Completion of development projects within the stipulated time frame has always been concern for administration. Development administration puts lot of emphasis on timely completion of development projects. Hence, under development administration

50 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) development goals are laid out in a categorical manner with tentative time frame, so that all development projects attained its indented goals. Fifthly, another redeeming feature of development administration is the ecological orientation. Being an open system development administration is known for constant interaction between the administrative system and its environment, where change in one system has a corresponding repercussions and the vice versa. Sixthly, development administration by nature is an innovative administration which has been incessantly experimenting with the identification and application of new structures and methods, techniques, policies and programmes. 5.5 New

Public Administration The New Public Administration (NPA) has dawned a new qualitatively different phase in the development of Public Administration by engendering a new genre of Public Administration infused by the political values like equity, social justice, change and professional commitments. This new phase is inextricably associated with the 'crisis of identity' of Public Administration as a separate discipline. In fact, the very urge for a new public administration was generated out of the obvious insecurity among the scholars and practitioners regarding the sorry state of the discipline. In fact, the discipline has been grappling with this crisis since its inception. It was a conference in 1968 at the Minnow brook conference site of Syracuse University which had acted as a triggering factor for the birth of a new public administration. The said conference had given a proper outlet to the simmering discontent of the scholars and practitioner alike. The scholars assembled for the conference expressed their dissatisfaction with the state of affairs of Public Administration as the discipline had been increasingly getting disassociated from society and engaged into meaningless theoretical exercises. Hence, new Public Administration was a wakeup call for the discipline that had been locked into a typical 'disciplinary orthodoxy'.

The NPA had reiterated the societal commitment of the discipline by identifying some core issues like relevance, change, equity, justice and so on. Originated in the backdrop of an academic conference, the NPA had represented a counterculture of sort against the disciplinary orthodoxy.

Any cursory glance at the presentation of papers, made at the conference (Minnowbrook I) would indicate four distinctive

features

of New Public Administration, which include among others relevance, values, equity and change. In the following section an attempt will be made to explore the distinctive features of New Public Administration. 5.5.1
Features of New Public Administration Unlike the quintessential version of Public Administration obsessed with efficiency
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and economy, New Public administration intended to remind the discipline of its societal commitments. Dissatisfied with the sorry state of the discipline of Public Administration, especially with its disciplinary orthodoxies, a group of young scholars and practitioners had assembled at Minnowbrook conference centre of the Syracuse University at New York in l968
to officially register their discontent and anguish. Citing the example of the contemporary social upheavals in the form of ethnic skirmishes across the American cities, campus clashes, Vietnam war and its repercussions in American society and the like the scholars have argued that the discipline had lost its social relevance and confined to the respective departments. The New Public Administration wanted to bring back social relevance of Public Administration by giving primacy of politics in it. The major features of new Public Administration can be identified as follows: Relevance Making public administration more relevant is perhaps the most important feature of new Public Administration. It had demonstrated that in pursuit of disciplinary sophistication or what is often argued as disciplinary orthodoxy, public administration had lost its social mooring. Consequently, several political issues which required intervention on the part of the Public Administration remained outside the purview of Public Administration. The new Public Administration in a way had reminded Public Administration of its duty toward the society. Values Unlike the behavioural persuasion of political science and management oriented public administration, the New Public Administration lays emphasis on the centrality value in administrative deliberations. According to the scholars of New Public Administration, value neutrality in administrative deliberations is an impossibility. In fact, discarding the pretense of neutrality, New Public Administration wanted administration to be sided with the marginal and disadvantage sections of the society. Equity The advocacy for social equity is said to be another important hallmark of new public administration. The protagonists of the New Public Administration argued in favour of distributive justice in the governmental institutions in order to ensure social equity. Change Change orientation is an equally important feature of New Public Administration
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which intended to make an inroad into statusquoist and the dominant interest group entrenched in the society. 5.6 New Public Management

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New Public Management (here after NPM) was born at a time when the public sector across the globe was reeling under series of crises. Putting it simply, NPM signifies a new kind of experimentations of introducing market principles of efficiency, economy and effectiveness in the public sector management to bail out the ailing public sector and make it more effective. It emerged in the realm of public sector management in late 1990s with an objective of rediscovering public sector in the changed perspective. It was an outgrowth of the initiatives of public sector reform sweeping across the Western part of the world since late 1980s. The re-inventing movement in 1992 with the landmark publication by David 'Osborne and Ted Gaebler had further intensified the NPM movements. It has brought a paradigm shift in the public sector management by removing overreliance of the discipline on the traditional Weberian and Wilsonian paradigm of Public Administration. Despite its centrality in the public sector reforms across the globe, there is hardly any all agreed definition of it as there are multiple even contradictory interpretations available on the subject. Whereas some of the scholars have hailed the NPM as a new found mantra of resurrecting public sector, others have rejected it as mere exaggeration. Christopher Hood, a leading expert, has succinctly captured the predicament that one would encounter in dealing with the subject : "Although ill-defined, NPM aroused strong and varied emotions among bureaucrats. At one extreme were those who held that NPM was the only way to correct for the irretrievable failures and even moral bankruptcy in the 'old' public management (cf. Keating 1989). At the other were those who dismissed much of the thrust of NPM as gratuitous and philistine destruction of more than a century's work in developing a distinctive public service ethic and culture (cf. Martin 1998; Northercote 1989b)". The NPM has proposed to take on 'sheltered 'bureaucracy' by replacing it with flexible market based Public Administration. In sum, NPM foregrounds a qualitatively different variant of Public Administration informed by minimum government, debureaucratization, decentralization, market orientation of public services, contracting out, privatization, performance measurement and so on. 5.6.1 Origin The origin of NPM can be traced back to a host of factors which include among others credibility deficit of state or public sector, the surfacing of New Right Approach;

emergence of Post-Weberian / Post-Wilsonian bureaucracy; and several administrative experimentations in advanced Western countries. Credibility deficit of the state : Among the several factors responsible for the birth of public administration, receding reliability of the state is perhaps the most important one. State as the major provider of social justice has come under serious challenges since late 1970s.A popular sentiment wsa that the state was no longer in a position to provide them services. Consequently, an alternative to the state had come into the scene to supplement state, if not totally replacing it. Emergence of New Right Philosophy : The birth of New Right philosophy is supposed to be another important impetus for the recent spurt of public sector reform across the globe. The New Right as a monthley group of ideas representing individual liberty and free market economy, intends to challenge Keynesian demand management and the egalitarian welfare package provided by the state. It came into being in late 1960s and early 1970s in the form of libertarianism, supply-side economics, monetarism, Thatcherism, and Reaganomics. However, it hogs the limelight under the tutelage of Ronald Regan and Margaret Thatcher. Despite the variations among the different strands of New Right, there is an overarching commonality regarding the role of the state in society. To them state has an inherent tendency, of monopolizing over economy, society, individual liberty and entrepreneurial spirit. Moreover, they believe that the overstretching role of the state in the social sector leads to oversupply, and wastage of public money. Emergence of Post-Weberian/Post-Wilsonian conception of Public Administration : The birth of post-Weberian/Post-Wilsonian variant of Public Administration especially in the wake of the pragmatic repudiation of Wilsonian politics-administration dichotomy has ushered in a paradigm shift in public sector management in the form NPM New administrative experimentations in advanced Western countries Recent administrative experimentations in advanced Western countries have also contributed to the development of NPM. According to Mohit Bhattacharya those administrative experimentation can be encapsulated as follows: First, structurally speaking there has been a clear shift from a rigid, hierarchical and bureaucratic form of Public Administration to one of
flexible market-based form of Public management; Secondly, the role of government in society
has also undergone a sea change. From a sole provider of goods and services the role of the state has reduced to a mere facilitator. And Thirdly, the citizen-government relationship has also witnessed a substantial transformation. Citizens in those advanced Western countries have

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been re-conceptualized from a passive recipient of goods and services to an active
customer. 5.6.2 Five Fundamentals
Another expert of the field Nicholas Henry has identified 'five fundamentals' or 5As of NPM : ? Alertness– Government should improvise the problem and act before it actually hit the system, not the other way round. ? Agility– Government should be agile in the sense that it should be 'entrepreneurial, open, and communicative'. ? Adaptability– Government should be continuously engaged in improving quality of its programmes and services and thereby adjusting with demands. ? Alignment– Government should collaborate with other government, non- governmental and civil society organizations to achieve social goals. ? Accountability– 'Government should have a clear and compelling mission that focuses on the needs of the people (Henry: 2007) Another leading exponent Patrick Dunleavy has enumerated three key components of NPM viz. disaggregation, competition and incentivization. For the sake of operationalization Dunleavy has further fine grained the constituting elements of above components: Disaggregation means splitting up public bureaucracy into smaller components with underlying emphasis on flattening of hierarchies and 'flexibilization' in personnel, IT, procurement etc. Under this component a host of elements have been identified viz. purchaser-provider separation, agencification, decoupling of policy system, growth of quasi-government agencies, separation out of micro-level agencies, chunking up privatized industries, corporatization and strong single, organization management, deprofessionalization, improved performance measurement etc. Competition- NPM seeks to infuse competition among the potential providers. It includes among others quasi-market, voucher scheme, outsourcing, compulsory market testing, intra-government contracting, public/private liberalization, deregulation, consumer-tagged financing, user-control etc. Incentivization–favours providing pecuniary-based specific performance incentives for augmenting productivity in organization. This component has also several constituting elements as well viz. respecifying property rights, light touch regulation, capital market involvement in projects, privatizing asset ownership, anti-rent seeking measure, de privileging professions, performance related pay, private finance initiative, private-public partnership, united rate of return and discounting, valuing public sector equity, mandatory efficiency dividends etc. (Dunleavy: 2005).
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NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriction (Dt. 17.10.2022) 5.6.3
Salient Features (i) Overhauling of organizational structure With an objective of facilitating organizational leadership, NPM
calls for a thorough overhauling of the organizational structure. The organizational restructuring under NPM includes among others simplifying organizational procedures, flattening of hierarchies, etc. (ii) Empowerment of citizens The empowerment of citizens constitutes the heart of NPM. NPM unlike its traditional counterpart reconceptualizes citizens as 'active customers'. It signifies
an enormous perceptual change of the public bureaucracy vis-a-
vis citizens. Traditionally citizens were conceptualized as 'passive recipients' of the public goods and services, to be delivered by the state. The birth of NPM has expanded the freedom of choice of citizens to a great extent. Drawing on Albert Hirschman's conceptualization the expansion of freedom of choice under NPM can be crystallized under three specific freedoms viz. 'exit', 'voice', and 'loyalty'. Whereas the freedom of `exit' signifies the liberty of the customer to withdraw from any market transaction; the freedom of 'voice' describes the liberty of the consumer to raise his/her point of view either in terms of objection or complain so that he is able to complain in a way that may lead to some changes in services or products offered and the `loyalty' explains consumer's allegiance to a given supplier, regardless of the standard of services it provided. (iii) Greater autonomy for public sector manager NPM calls for more autonomy to the public sector managers. Unlike private sector, public sector managers have to work within a strict regime of laws and by-laws. Hence, they have no room for innovation and contemplation. NPM is in favour of greater elbowroom for managerial leadership by providing public managers with
greater

flexibility in personnel policy like contractual appointment, work place bargaining etc(Bhattacharya: 1998). (iv) Application of Rigorous Performance Measurement Technique Application of rigorous performance measurement technique is another hallmark of NPM. The root of performance measurement as a technique of quality assurance has its first forceful advocacy in the Scientific Management Theory of Fredrick Taylor. Though it has become a household name in private sector enterprises for quite some time, its acceptance in the public sector management is only a recent phenomenon. Thanks to the 're-inventing government' movement in the US in early 1990s, a host of performance measurement techniques like Total Quality Management, counter services, citizen's charter etc have increasingly become the part of bureaucratic parlance.

However, a caveat needs to be sounded regarding performance measurement technique. For, applications of performance measurement techniques like benchmarking, report card etc do not necessarily guarantee unadulterated success in terms of productivity in every situation. Sometimes, they are mechanically introduced without proper appreciation of the ground reality or problem (Campo-Sundaram: 2001) (v) Disaggregation of public bureaucracy Public bureaucracy has an uncanny knack of expansion and extravagance. The public choice theorist have shown how bureaucracy has blown out of proportion and eaten out the vitals of a given society. Parkinson has unpacked the intricacies of bureaucratic expansion by his famous Parkinson Law (Parkinson:). NPM suggests disaggregation of public bureaucracies into agencies, which will deal with each other in a user-pay basis (Hood:1991). (vi) Cost-cutting NPM is strongly advocating economy in public sector. Inspired by New Right philosophy NPM is in favour of cost-cutting in public sector. (vii)Goal-orientation Another important feature of NPM is its goal-orientation. NPM is exclusively committed to goal. (viii) Use of quasi-markets and contracting out

technique NPN encourages use of quasi markets and contracting out techniques to ensure better management of ailing cash -strapped public sector. (

ix) Emphasis on managerial support service NPM asks for managerial support service to facilitate public sector managers reaching the pre-set target. Under managerial support service, an array of policies has been undertaken collectively known as human resource management. The basic objective is to draw best talents from the market in the public sector by offering attractive salary, parks, incentives and other benefits. Moreover, NPM is also suggesting regular periodic skill -improving training programming to hone up the competitive edge of the man power (Bhattacharaya: ibid). (x) Organizational and spatial decentralization NPM believes in decentralized form of governance. It encourages all kinds of organizational and spatial decentralization. 5.6.4 Implications NPM has engendered an administrative reform spree of sort across the globe. Ghuman has identified five broad categories of administrative reforms:

a) reforms aiming reorganization and downsizing of the government; (b) reforms aiming setting up of performance based organization; (c) reforms aiming to create Senior Civil Services(SCSs); (d) reforms emphasizing adoption of private sector styles of management practices; and (e) reforms aiming promotion of customer orientation of administration. (a) Reorganization and downsizing of government– Though NPM does not directly suggest down sizing of government, however, the elaborate reorganization and restructuring measures it prescribes, often lead to slimming of government. There are number of instances (b) Performance based organization- One of the direct implications of NPM for public sector management is to adopt performance as the basis of organization. (c) Creation of Senior Civil Services (SCS)- Under NPM the idea of unified civil service is repudiated by separating policy from administration. For effective implementation of policies, NPM proposed to contract out service delivery functions to non-governmental or quasi-governmental agencies and private service providers, saving the major policy making functions for core departments to be manned by seasoned public servants. Hence, it recommends forming a cadre of Senior Civil Servants (SCSs) based on written employment contracts and partly performance based pay for effective formulation of public policies. (d) Adoption of Private sector styles of management practices Another major implication of NPM is the adoption of private sector managerial practices in pubic sector management. NPM moved from bureaucratic model of Kanter's model of flatter (non-hierarchical) and more focused structure of organizations to an entrepreneurial form of governance as Osborne and Gaebler (1992) seemed to have suggested. Hence, NPM calls for greater synergy between public and private sector management. (e) Customer-Driven Administration- If there is any seemingly positive implication of NPM on overall governance, it must be the customer -orientedness of administration. NPM, unlike the traditional bureaucratically managed public sector management, elevates citizen to centre of discourse. Customer's satisfaction index is considered to be 'the' criteria of public service. Several procedural innovations like Citizen's Charter, citizen's report card etc are manufactured to reflect citizen's choice.

58

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NPM—An All Purpose Garment NPM, especially the way it has been packaged and marketed, comes under serious challenge. The criticism against NPM is ranging from questioning its claim of universality (Hood: 1991) to the proclamation of its death (Dunleavy: 2005). In this section we will mainly concentrate on the major criticism labeled against it. The professed claim of universal applicability of NPM as a trusted antidote of any kind of ‘management ills’ irrespective of culture and contexts, is no longer found tenable. Christopher .Hood has enumerated some major objections: First, despite the initial hypes and hooplas, NPM seems to have worked only in superficial level, leaving most of the old problems and weaknesses intact. The only substantial change that has occurred is in the language that the public managers speak in public. Second, NPM 's claim of economy or cost cutting also sounds hollow as it failed to bring down the cost per unit of service. Critics argue that the net result of NPM is an ‘aggrandizement of management’ and 'rapid middle level bureaucratization of new reporting system', which in effect hampered public service. Third, NPM on the pretext of promoting public good actually serves the 'career interest of an elite group of new managerialists (viz the top managers, officials, management consultants, business schools). Fourth, NPM's claim of universal applicability is also not tenable as different administrative values call for different administrative design. (Hood : 1991) To the other extreme, critics like Patrick Dunleavy et al have written the obituary of NPM and proclaimed a post-NPM regime of digital era governance (Dunleavy : 2005). A few commentators, who are not willing to go that far, have identified 'one important shift in the thinking of NPM'. In its earlier Entrepreneurial Government version, the emphasis was on de-governmentalization and privatization. The government was supposed to be slim, smart and responsive. But considering the centrality of government in development discourse and nation building, the contemporary version of NPM emphasizes on better government, not on less government (Arora: 2007). 5.7 Conclusion

The

fields of comparative administration, development administration, New Public Administration and new public management

point to the dynamic nature of the discipline which keep changing with the evolving time. they also represent different temporal and locational positions. Public administration Scholars and practitioners are increasingly concerned with the need to broaden the field scope beyond particularistic

59 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curretion (Dt. 17.10.2022) accounts of administration in given countries

In the foregoing analysis an attempt has been made to

map the seemingly revolutionary idea of public sector reform. This unit also casts some light on the distinctive feature NPM, especially its major components, salient features, its overall implications over public management per se. Moreover, at the end of the unit a question is raised against NPM's apparent claim of universality under the sub-unit called 'NPM-an all purpose garment?'. 5.8
Summary An attempt has been made to introduce several branches of public administration, with special reference to their Origins distinguishing features and major proponents. Significant discussion has taken place on comparative public administration,

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development administration, New Public Administration and new public management and

tracing the interactions between these with the discipline of public administration as a whole. 5.9 Glossary

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New Public Administration : Anti-positivist, anti-technical, and anti-hierarchical reaction against traditional public administration

New Public Management : New Public Management or NPM is an approach that seeks to build an administration by implementing flexibility, transparency, minimum government, de-bureaucratization, decentralization, the market orientation of public services, and privatization. 5.10 Model Questions ? What do you understand by Comparative Public Administration? Discuss its distinguishing features. ? How would you describe Development Administration? What are its important features? ? How do you explain the origins of New Public Management? What are the salient features of NPM? Discuss. ? Who are the major proponents of Comparative Public Administration? ? What are the major features of New Public Administration? ? What are the five fundamentals of NPM as identified by Nicholas Henry? ? Write a note on the administrative experimentation in advanced Western countries.
60 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curretion (Dt. 17.10.2022) ? According to Patrick, what are the key components of new public management? ? How would you explain the origin of NPM? 5.11 References ? Comparative Public Administration; Second Edition Ramesh K. Arora, Associated Publishing House, New Delhi 2021 ? Title, Development Administration; R. K. Sapru ; Publisher, Sterling Publishers (P) Limited, 1994 ? Handbook on New Public Governance; Parth J Shah and Makarand Bakore Centre for Civil Society, New Delhi 2015.
61 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curretion (Dt. 17.10.2022) 61 Unit-1 : Relationship between Public Administration and other Social Sciences Structure 1.1 Objectives 1.2 Introduction 1.3 Social Phenomena : Their Integrated nature 1.4 What is Political Science and Public Administration? 1.4.1 Importance of Public Administration and Political Science 1.5 Closeness and Commonality 1.6 Relationship between Public Administration and Political Science 1.7 Distinction between Public Administration and Political Science 1.8
Conclusion 1.9 Summary 1.10 Glossary 1.11 Model Questions 1.12 References 1.1 Objectives ? To understand the disciplines of
Political Science and Public Administration. ? To explore the interrelationship between Public Administration and Political Science 1.2 Introduction Public Administration is essentially interdisciplinary in nature as the discipline has taken its clue from a host of subjects in its formative stage. In fact, too much reliance on others' input has led to a serious crisis of identity for the discipline. The discipline has been grappling with a debilitating crisis of identity since its inception as it fails to devise its own tools and conceptual parameters. Too much reliance on Political Science and Management science for organizational principles in the initial stage of its growth has left the discipline with a stunted growth. Even the latest round of Minnowbrook conference (Minnowbrook III) fails to settle the issue of identity distress as the renewed attempt of defining Public Administration as "a socially-embedded BLOCK – II

62 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) process of collective relationships, dialogue, and action to promote human flourishing for all" is indicative of it. Hence, the random borrowings of principles, ideas, constructs from other sister fields of studies without proper planning and design have confused the discipline. 1.3 Social Phenomena: Their Integrated nature No social phenomenon can be properly examined in isolation without reference to other related ones, for example, the problem of the backward classes in contemporary Indian society. A proper understanding of the problem of backward classes requires us to view it from several perspectives, notably those of the social sciences and of legal studies as we are at every step confronted by the divergence between what exists as social reality and what ought to exist according to the laws and ethical standards we have created for ourselves. We are aware of the provisions of equality in the constitution of India. These provisions are both wide-ranging and varied. We cannot understand either their scope or their complexities in terms of purely formal principles. We can appreciate their nature and significance only by relating them to the historical background from which they have emerged and the social context to which they were designed to be applied. 1.4 What is Political Science and Public Administration Political Science and Public Administration are two closely related fields which deal with the scientific study of political and administrative aspects. The discipline of Political Science analyses the processes by which resources are allocated and values are developed and distributed within a political system. The discipline explores on one hand, concepts like power, authority, legitimacy, social class, gender, ethnicity, political participation and the like, and institutions like state, government, political parties, pressure groups and international organizations on the other. The discipline also deals with political ideas and idologies relating to issues like justice, liberty, democracy, morality, equality and so on. The discipline of Pubtic Administration analysis the processes by which public decisions and policies are formulated and implemented within administrative systems, particularly within the state. The discipline also deals with the practical side of government through the analysis of the institutions, management and implementation of public policies and public organizations at national and local levels of governments, which involves program management (that is planning, decision making, organizing, leading, implementing and evaluating) and resource management (human resource management, financial management and budgeting).
63 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) 1.4.1 Importance of Public Administration and Political Science Political Science and Public Administration are major social science disciplines which help us understand the political, social and economic processes and their transformation at local, national and international levels. The two disciplines expand our horizons by providing insight from scientific and enlightened perspectives and address several problems of everyday life. They prepare us to become more conscious, rational and effective citizens and more constructive participants in public affairs. These disciplines empower individuals by providing the knowledge and necessary skills to be professionals in the public domain. Since the study of politics and administration combines both theory and practice, studying Political Science and Public Administration is challenging but also rewarding and caters to the interest and capabilities of a large number of the people. 1.5 Closeness and Commonality Political Science and Public Administration both focus on the public arena of human society and by virtue of commonality of the subject matters are intricately related to one another. Public administrators and bureaucrats cannot ignore the political environment and context of public policies, as they are decided by various dynamics and interplay of political forces. Politicians cannot ignore the role of public administration and policy makers as public policies are implemented through the bureaucrats and administrators as an interplay within the political system. Political Science is the study of the

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state and system of government. It is concerned with power, authority and their influence. It ensures authoritative allocation of values to the various sections in society; Public Administration is very closely, if not indistinguishably connected with political science. Whereas Political science is connected with government, Public Administration is government in action. Dwight Waldo, an eminent thinker had pointedly observed the relationship between the two disciplines in the followin, words "The interface between the two (Political Science and Public Administration) becomes clear and vivid if we concur that both deal with political system or substantially

the

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state but from different positions: Political Science activate and energizes the state it deals with the input path while public administration deals with

the output." Inequality and injustic have aggravated the distressful situation of poverty in these countries.

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Being the study of state and government, political science provides the fundamental framework within which public administration functions. Public Administration is government in action and as such concerned with the use of power given to it in order 64

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of the government. There are many more common areas of study which makes Public Administration and Political Science more of sister disciplines. Public policy studies constitutional law, administrative law, delegated legislation, government budgeting, local government and the like.

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are such common areas which are studied in both Political Science and Public Administration; there exits another point of close connection between the two disciplines; the political environment of a nation largely shapes the nature of the political system and activities of its administrative

system. The volume of administrative activities and

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the nature of its functioning is determined by the scope of government functions which is decided politically. Public administrators work with and under the direction of politicians. Since public administration functions in the contex of

a given political situation

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and governmental system, its study calls for a good deal of preliminary knowledge of political institutions and ideologies and governmental activities. Hence, Dimock rightly points out that "understanding of politics is the key to an understanding of public administration."

Administration is regarded as a powerful agent of change in most of the developing countries. The nature of the state is that such countries are the root cause of poverty, inequality and injustice. In such cases we have to examine the prevailing political system before we can analyse the role of the administrative system in the concerned country, According to some critical observers, the separation of Public Administration from Political Science denies us the requisite 'political approach' necessary to the study of Public Administration. For instance, the study of the Indian political system, the historical evolution of the Indian administrative system, the debates in the Constituent Assembly and the basic constitutional law which are all 'subjects of political science' would alone provide an insight into the process and the working of the administrative system of the country. In fact, there are certain areas of study common to Political Science and Public Administration such as public policy, comparative constitutions, local government. Again, government is regarded as a continuous integrated process comprising different functions-legislative, executive and judicial as well as administrative. The scope of Public Administration, in this light, is not a routine process, but a dynamic process involving considerable practical discretion. Studies in administration, therefore, focus only on policy formulations, but also on political parties, pressure groups, public opinion, and the like. The methods and techniques of Political Science have been borrowed extensively by researchers of Public Administration which includes public policy, public welfare and public interest. The relationship between politics and administration is so close and interlinked that they may be regarded as two sides of the same coin.
65 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) 1.6 Relationship between Public Administration and Political Science Public Administration as separate discipline with a distinct disciplinary boundary, has been struggling hard to get out of demanding parental control of Political Science since its inception. Indeed, as a mother discipline Political Science had nurtured Public Administration a lot with maternal care in its adolescent days despite the Wilsonian advocacy of politics administration dichotomy, but the formal separation became inevitable as the later started demanding more space when it reached its adolescence. Actually, the relationship between the two has always been problematic as Waldo (1990) has categorized them as 'troublesome cleft'. Indeed, a kind of ego- centrism, (sometimes bordering on disdain of the practitioners of Political Science was implicit in the above tenuous relationship; for example, the president of American Political Science Association in late 1970 had purportedly relegated Public Administration as an intellectual wasteland' (Henry: ibid). The uneasiness in the said relationship is 'as old as the discipline of Public Administration itself (Whicker, Strickland, Olshfski: 1993; Chakraborty & Bhattacharaya: 2003). Had anybody referred to the evolution of Public Administration as a discipline, he would have appreciated the above fact. However, severing of umbilical cord as it were, does not mean that Public Administration has lost its ties altogether with the mother discipline. Rather, reunion was in sight as a host of theorists started questioning the very feasibility of complete separation between politics and administration at early stage of its development, which was later forcefully argued by a motley group of scholars, assembled at the Minnowbrook I conference. Indeed, history took a full circle when the contemporary experts of policy science started asking for a close interaction and cooperation between the two. Riggs has cautioned agains compartmentalization between Public Administration and Political Science as any such attempt would end up in frustration and futility. In fact, the core concerns of Political Science like democracy, plurality, equality before law, political participation and so on have been co-opted as cardinal features of Public Administration. The birth of public policy and policy sciences has further cemented the relationship between Political Science and Public Administration. Political Science, according to a social scientist, is concerned with the study of "authoritative allocations of values". It focuses on the relationship between the state and individual. It provides answers to questions concerning the origin and the nature of the State and also considers the institutions through which the members of society exercise power. For a long time Public Administration has been regarded as a part of Political Science. We know that the political system of every country is related to its administrative system. Indeed, it is the country's political system which creates its administrative system. Conventionally speaking, Political Science deals

66 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) with policy making and the implementation of policies is left to the administrators. Thus the administration is charged with the responsibility of translating the political will of a country into practical forms of action. However, this is easier said than done. Again, it would be noted that the administration plays a significant role in the formulation of policies also. It follows that the political system and administration influence each other to such an extent that it will be sometimes difficult to demarcate between the roles played by them respectively in the given case. In a parliamentary government like India, while the minister, as a politica leader and member of Cabinet participates in policy making, but as the top boss of the Ministry/Department, is also involved in administrative decision making. Similarly though the civil servants are supposed to administer/implement the policy-decisions, the senior administrators are also involved in policy-formulations by way of providing data/information/advice to the minister. 1.7 Distinction between Public Administration and Political Science

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The founding father of Public Administration, Woodrow Wilson propounded politics— administration dichotomy which made a sharp distinction between politics and administration. According to this theory the domain of politics is policy making and that of administration is policy implementation. In other words, politics is concerned with laying down policies, whereas

the administration is concerned with the execution of those policies with a

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view to cost effective measures. Woodrow Wilson further point that "Administration lies outside the proper sphere of politics, administrative questions are not political questions. All politics sets the task for administration, it should not be used to manipulate its officers. The field of Administration is a field of business, it is removed from the hurry and strife of politics and at the most common stands apart even from the debatable grounds of constitutional study.'' In brief, the various points of distinction between

the two disciplines can be summarised as follows : ?

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The scope of Political Science is wider than the scope of Public Administration because

the latter

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is a branch of Political Science. ? Public Administration is practical

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while Political Science is largely theoretical. In other words, Public Administration is the real world of governance, while Political Science is the analysis of government. ? Public Administration is concrete, while Political Science is abstract. ? Political Science deals with the struggle for securing and retaining power, whereas Public Administration concerns itself with the utilisation of power in realising the goals of state policy. 67

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Political Science is ethical and hence value loaded. On the other hand, Public Administration is factual and technical. ? In

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the words of John M. Gaus, "There is no denying the fact that there is a difference between the duties of political offices and those of Administrative offices, but the difference is more of a degree rather than of a kind." ?

Political Science is macro in nature because it deals with the state and systems of government as well as bureaucracy and administrative processes while Public Administration is micro in nature because it deals with the bureaucrats and institutions which serve as the machinery of the state. 1.8 Conclusion The relationship between Public Administration and Political Science can be characterized as close, competitive based on a division of labour, and hierarchical, with the former subordinate to the latter. It is closed not only because research questions are related with the role of state in stitutions and the effects of state interventions are the focus but also in the sense that the respective scholarly communities do interact within permeable structures, often using the same when used for the presentation and publication of their research. Close ties are also founded at the individual level - at the same time scholars subsequently engaged in Public Administration as well as Politcal Science projects have to focus on domains of the two disciplines at the same time. It is self-evident that the borders are more appearent than real among those Political Science scholars and Public Administration scholars working on policy making, on national political system. The realationship is competitive with respect to establishing and entertiaining various academic programs, demonstrating relevance to society, attracting new scholars and students and struggling for resource from private actors and public authorities. The relationship is however, also based on a division of labour. Public administration focuses on intra organisational and procedural issues and its vantage point remains the authority and capacity of the state in a normative and empirical sense. Political science, in contrast, takes a broader perspective where a broad range of societal inputs and policy outputs are given much greater attention and it puts much more emphasis on the generalizability of knowledge and on theoretical advancement. Finally, if one accepts certain criteria for assessing the coherence and consistency of scientific disciplines, one is let to interpret the relative greater fragmentation, the missing methodological consensus, and absence of an overarching paradigm as indicators of Public Administration relative epistemological inferiority. Acknowledging this state, one cannot ignore that Political Science has difficulties and deficits of its own but the point is that Public Administration in

68 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) perhaps best seen as a profession that is primarily interested in instrumental knowledge, more akin to Engineering or other technical disciplines. If we were to reframe it, the aim of Public Administration would shift to optimising administration in the widest sense that is making the state work as legitimate, fair, as effective and efficient as possible. If one accepts these objectives for Public Administration as a whole other than engaging in multi-disciplinarity, it would appear to be the right strategy. In the absence of a unifying paradigm and a methodological consensus, chances for theoretical advancement in Public Administration will remain limited and more likely confined to discourses that originate in the respective parent disciplines and then get imported to Public Administration. In this sense, the various corners of Public Administration reflect a hybrid character. They are parts off Public Administration but are closely linked to the parent disciplines of Political Science Law, Management Studies and other Social Science disciplines. 1.9 Summary ? In this unit we have discussed the nature, scope and importance of the disciplines of Political Science and Public Administration ? We also understood the closeness and commonality between Political Science and Public Administration and also the differences. 1.10 Glossary Commonality : the state of sharing features or attributes Integrated nature : various parts or aspects linked or coordinated 1.11 Model Questions ? Write a critical note on the interdisciplinary nature of the discipline of Public Administration. ? Discuss the nature and scope of Political Science. ? Examine the interrelationship between Public Administration and Political Science. ? Write a note on the closeness and commonality between Political Science and Public Administration. ? What are the distinctions between Political Science and Public Administration? Discuss.

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69 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) ? "Public Administration and Political Science are separate disciplines, but interdependent"– Do you agree with the statement? Give reasons for your answer. ? What do you understand by the integrated nature of social phenomena? ? Indicate the importance of Public Administration and Political Science as social science disciplines. ? What is meant by the prices of identity of Public Administration as a discipline? Discuss briefly. 1.12 References ? Public administration by Marshall Edward Dimock [and] Gladys Ogden Dimock, 1975. Oxford & IBH Publishing Co New Delhi ? Handbook of Public Administration Edited By W. Bartley Hildreth, Gerald Miller, Evert L Lindquist, 2021. Routledge (Public Administration: From Government to Governance by Bidyut Chakrabarty and Prakash Chand, 2017. The Orien Blackswan; New Delhi ? Jos C. N. Raadschelders. (2019) The State of Theory in the Study of Public Administration in the United States Balancing Evidence-Based, Usable Knowledge, and Conceptual Understanding. Administrative Theory & Praxis 41:1, pages 79-98 ? Spicer, Michael W. "Public Administration Enquiry and Social Science in the Postmodern Condition: Some Implications of Value Pluralism." Administrative Theory & Praxis, vol. 27, no. 4, Taylor & Francis, Ltd., 2005, pp 669-88, http:/ /www.j stor. org/stable/25610769.

70 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) 70 Unit-2 : Sociology Structure 2.1 Objectives 2.2 Introduction 2.3 Understanding sociology 2.4 Relationship between sociology and public administration 2.5 Sociology and social work in public administration 2.6

Conclusion 2.7 Summary 2.8 Glossary 2.9 Model Questions 2.10 References 2.1 Objectives ? In this unit we will familiarize with Public Administration and its interconnectedness with/Sociology, the interdisciplins dimension it shares. ? To provide a better understanding of Sociology and Public Administration and the dichotomy that they have in general. ? To familiarize the readers with the agencies of society and administration and how they coordinate to maintain balance in a harmonious way. 2.2 Introduction At the very onset one must familiarise with the conceptual understanding of Sociology and its interconnectedness to Public Administration. It is the state, the public sector and the public realm that unifies the subject of Public Administration and not its methods, theories and aims as Christopher Pollitt puts it. If we go by organisational terms then schools of Public Affairs or Public Policy, Schools of Public Administration or "John F. Kennedy School of Government" are affiliated to Public Administration. In the words of Yang, Sciology as a subject of Social Science primarily deals with social structure and its function, social process and its implications and societal laws

71 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriculum (Dt. 17.10.2022) as a whole which is derived from social relations and action. Sociology was introduced long back into two stages i.e., stage of subject capital construction and systematic research later transcending into a comprehensive and specific social science. Sociology is concerned with the scientific study of social structure. It is a science which studies the form of human actions in society. It also studies the inter-relatedness of the other Social Sciences, whereas administration as we are aware, operates in the context of the society of which it is a part. Hence, just as the society is concerned with goals, values, belief systems, so also should be the administration. There is a however a debate across national contexts whether Public Administration is an academic discipline or not. Thus, we notice a two-way relationship; administration exists in a social setting and the pattern of administration theoretically is decided by society. In order to understand its interdisciplinary relationship, we will further look into the relationship it shares. 2.3 Understanding Sociology Sociology is a comprehensive and specific Social Science discipline concerned with the scientific study of social structure. Sociology is concerned with people's interactions and behavior towards one another, as well as group conformity, development, foundation and purpose. We must also consider society's fundamental institutions. The family is the most basic form of social institution, followed by religion as the foundation for morals, beliefs and even ideologies, education as a source of knowledge and intellectual development for society's citizens, the economy as a means of allocating scarce resources and government as the body that legislates, executes and interprets the law, and extends its sovereignty throughout its territory. As a result, the government is an element of society that through the laws it enacts, impacts how individuals interact and behave with one another. Sociology can describe, analyze and predict social phenomenon that can alter in future. With the help of description, explanation and prediction, Sciology carries out social criticism, education and social norms. Sociology's subject cognition is practically divided into four types as Kapucu puts it. The first one focusses on representative characters such as August Comte, Emile Durkheim and Herbert Spencer whose objective lies in creating sociological tradition of positivism in Sociology and visualize whole society as a research model. The second one deals with creation of sociological tradition of humanism, Max weber is its representative figure and in this type individuals and their social behavior is the object of study. The next type is criticism-oriented which is about creating critical tradition of Sociology and its proponent is Karl Marx and the fourth one covers that part which does not fall into the above three types that includes

72 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriculum (Dt. 17.10.2022) "the surplus said", "the investigation says", "the discipline says" and so on. Sociology is a broad discipline that has various branches comprising of : ? Sociology : theory and methods ? Social Psychology ? Medical Sociology ? Development Sociology ? Rurall Sociology ? Urban Sociology ? Sociology of labor ? Sociology of Sports ? Sociology of Education ? Population Sociology ? Industrial Sociology ? Social Anthropology ? Family Sociology ? Social work ? Sociology of law ? Social investigation Apart from the instrumental nature, the humanistic nature persuades Sociology to delve into basic problems of society, people, culture, history, groups in order to establish solid foundation of the discipline. Sociology is incorporative of both theoretical and methodological approaches. Sociology arrives at abstract, generalized concepts, paradigms by transcending social phenomena. There have been many controversies on sociological research approaches. Sociological knowledge comprises of theoretical perspectives of Sociology which observe, analyze, describe empirical facts as the procedure to obtain knowledge. Theory is usually considered as the harbinger of knowledge and method constructs and develops knowledge. Sociology is therefore combination of theory and method. As described in 'Interdisciplinary relationship between Sociology, Politics and Public Administration : Perspective of theory and practice', Sociological research perspective can be classified into three levels, that is philosophy of science, comprehensive social science such as Law, History and the third one is single subject of Social Science for example Pedagogy, Politics, Psychology and Management. Moving onto sociological research approaches it includes macroscopic-microscopic approach, holistic-individualism approach, positivism-humanism approach. These can

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73 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) be divided into three basic approaches that are social fact paradigm, social behaviour paradigm and social interpretation paradigm. Social fact paradigm focusses on large social structure and social system. Social interpretation pays attention towards action, interaction through observation, supplemented by theories like sociological action theory, phenomenological sociology, ethnology, methodology. Positivism methodology, anti-positivism methodology and historical materialism methodology are three types of sociological research methods. Positivism methodology aligns with the idea that social phenomena is associated to social types and social environment and society must be defined in sociological perspective. Anti-positivism methodology stands in contrast to natural sciences, it advocates subjectivity, creativity and consciousness of social actors. It anchors value-related, value judgement theories to be dealt separately. Explaining social phenomena and relations from outcome of economic conditions but also keeping in knowledge not to take economic factor as the sole determinant is the methodology of historical materialism. However, these approaches and research methods have considerable influence on the public administration domain. If we go by theoretical significance of Sociology, it aids Public Management to build up scientific social knowledge, sociological and anthropological analysis can channelize focus towards public property in Public Management. Further various research methods can be fruitful to pay heed towards public real life, social interaction and social mentality. The advantage Sciology adds up to Public Management is social facts rather than solely relying upon data analysis, provided that it can assist in improving existing social system. In a way, it keeps public administration stay grounded into realities of society, enhances its consciousness and consistency in accordance to regularity. 2.4 Relationship between Sociology and Public Administration As Prof. Dimock puts it, society is determined by patterns of administration and administration exists in a social setup. But sensitive administrative leadership only leads to change in society itself. The administrator is not only an executive, he must act as social engineer in order to help society fulfil, particularly in the developing countries of Asia and Africa. Public Administration is a medium to initiate social change. F.W. Riggs states that understanding of social environment gives impression about public administration in developing nations. Traditional social control exercised by agency of family, marriage and caste has started to be taken over by administrative controls. For example, marriage and family are affected by welfare, social security and taxation. The field of administration has drawn heavily from Sociology. The significance attributed to informal groups, initiating influence of group norms in the functioning

74 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) of an organisation and to understand organisational behaviour the behaviouralists applied methods and findings of Sociology. Because social science research may be utilised to convey information to legislators, policy can hopefully be guided by evidence and information rather than anecdotes or hollow rhetoric that is why Sociology is relevant to Public Administration. It is reasonable for legislators to conduct study into their constituents' interest, if they intend to serve those interests. A sociologist, for example, might undertake a poll on criminal justice, reproductive health, or gun control attitudes. It is the responsibility of the social scientist to conduct evaluative research after public and institutional policies have been passed. Is the law accomplishing what we wanted to do? Do we still agree with the law's underlying principle? Does the law have any unintended consequences? (Think of the war on drugs and the resulting overrepresentation of African American men in prison populations as one example). Another use of Sociology in Public Administration is to highlight societal problems and demographic trends that are not always "on track" but has the possibility to intrude into people's realities. Legislators, journalists and the general public do not always have the time or resources to do scientifically rigorous study on problems they care about. Scientists, economists, criminologists and sociologists are tasked with researching these challenges, synthesising their findings and presenting their conclusions. Public Administration as a discipline developed in the middle and late 20th century. It is entrusted with the responsibility to effectively distribute public goods and public services, to ensure public interests are fairly distributed and overall development is targeted through proper effective methods and public power. It is through administrative leadership the society may be influenced. Public administration is not infected by Pan- European identity crisis, across Europe it has been moulded differently by various traditional academic disciplines. For example—Public Administration has economics and management flavour in Central and Eastern European countries. In Denmark and Norway, it plays a role in Political Science departments and associated to Economics department in Crezch and Slovak Republics. In particular it is linked to reform trend that took place in 1980s-1990s that is New Public Management System (NPM). Comparative studies indicate that these reforms were implemented in different manners across different countries. New Public Management system was a dominant paradigm for quite some time. In the United States, Public Administration emerged in a period when state was considered critical and Public Administration had to have strong hold on individuals, interest groups and state-society interaction. In contrary to this, Public Administration is highly influenced by law in France and Germany, where the state of social and political development of both the countries act as the initiation for reflection on Public Administration as Hustedt, Randma-Liiv and Savi describes. In

75 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) Central and Eastern Europe, public administration attempted to generate, sustain and handle newly democratic institutions after emerging out of post-socialist transformation. Sociology is concerned with the human behaviour in a group, the various types of groups and the ways in which they influence human instincts and activity. In a Pan- European survey that was conducted as part of the COCOPS Project, Political Science was ranked as the most important discipline by Public Administration scholars, next rank was assigned to Political Sociology and Business Management and in equivalence, Economics and Law. The study of human social relationship in totality is broadly under the banner of sociology. A man's social life has political, economic, familial, religious and other relationships. Sociology takes 'social man' as a unit to assess social structure, to explore the complexities of different behaviours in social activities which can help understand the impact of public management on the subject and the object of society. As a discipline with an avowed practical operational dimension, Public Administration is out and out embedded in society. In fact, the fate of three important functions of Public Administration viz. revenue collection, law and order and development are contingent upon societal responses. In other words, society's response to a given administrative measure determines the very fate of it. Hence, Public Administration has developed a close tie with Sociology, which was brought into being to study the underlying social structures and cultural patterns of the society. Sociology as a master science of society provides constant societal feedback to the practitioners of Public Administration regarding the feasibility of any given public policy. Hence, Sociology facilitates Public Aministration to implement public policies by customizing them in accordance with socio-cultural context. Sociology offers to Public Administration information about groups, their behaviour, and the way they affect social life. It is, therefore, not surprising that eminent in Public Administration primarily our to Sociology. Max.Weber's essay on bureaucracy has influenced many other writers in Public Administration. Some of the recent works in Sociology on status, class, power, occupation, family, etc., provide useful information and a theoretical base for the sociology of Public Administration. Sociologist Max Weber is attributed by many as the founding father of modern Public Administration presentive notion of ideal-type bureaucracy. The links established between Sociology and Public Administration has recently developed -at least outside France. This new institutional theory is referred to as "sociological institutionalism". The arrival of this new institutionalism serves as a theoretical framework to shape institutions, regulate organizations, culture and processes and their structure. The gap between institutional environment and organizations is bridged by new institutionalism making it attractive to Public Administration scholarship as it connects political

76 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) environment with administrative-organizational analysis. These connectedness between Sociology and Public Administration has potential for shared research interests and role of public organizations in society. With the various global challenges contemporary societies are confronted with such as migration, climate change, digitalization that are not only pressing problems in public policy domain, but these are pushing inevitable changes in social norms, changing social scenario and change in behaviour and expectations from government in problem-solving capacities and distribution of public service. Social changes also generate social conflict and fissures which pave the way for substantial intersections between these two disciplines. 2.5 Sociology and social work in public administration Public welfare administration cannot act detached from realities of day-to-day problems. The expansion of federal, state and local old agencies and other new agencies have been rapidly occupying the space in public welfare association. Beneficiaries in thousands have multiplied into millions which reflects the manifold growth in services of public agencies in a more specialized format. This specialization has induced coordination in the field of public welfare agencies. Public welfare administration is slowly evolving as a national function in states, localities and the federal government. Though its volume has increased and services has become varied but the nature has become professional which is evident from the numbers of social workers hired and the standard of guidance imparted. The Work Projects Administration is an example of an agency which has maintained its record in hiring trained personnel in supervisory and administrative positions. One can assert confidently that professional social workers are well suited for public welfare service. However, there is popular discussion as Anderson has described regarding popular opposition to hiring professional social workers which exist in the bigger picture. There are certain qualities and factors in addition to attitude and personality that agencies take into account before hiring trained workers. While these qualities are characteristics of professional worker there is still ambiguity if training at all is adding up value. There is dearth of information regarding the previous jobs, its nature and the experience these social workers have in the field. The ambiguity and the necessity to train these workers stems from the concern that public officials are held responsible by voters and unwillingness to pay unprofessional. This opposition towards social workers also emanates from uncertainty if they have failed to provide proper service due to lack of training. Criticism of these kinds has pushed towards the possible questions if the job responsibility is too big for many social workers as compared to their previous work experience.

77 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) There occurs a disparity which social workers feel when they get hired into public welfare after leaving their private welfare work background. Nonetheless the picture for social workers is not dark, the need is of adaptability. Public welfare work has ample opportunities to offer and social work has a role to offer. Infact social work has more to provide than any other profession. With the adaptation to dynamical changes in public welfare, social work has a hope but Nels Anderson heavily criticizes and argues that at present sociologists must question themselves about the direction they are moving forward in. He adds that a lot of sociologists have zero personal knowledge and lacks zeal to even know. They have little botheration towards people despite writing several books about social problems. He urges that sociologists must be able to contribute instead of standing detached from pressing problems of society. There is however plenty of space to assess this later. 2.6 Conclusion Sociology and social work are trying to keep up the pace with Public Administration. Despite the closeness, Sociology and Public Administration shares a dichotomy that exists in matters pertaining to family, tribe, society which doesnot seen to be a concern for Public Administration. Strategic planning, the distribution and management of resources (land, labor and capital), the zoning of industries and residences, the assessment of environmental effect, performance evaluation and issue mitigation are all duties that fall under the umbrella of public administration. Also, public administration is somewhat dissimilar to corporate administration; however, it has a broader scope, therefore it includes planning, organizing, staffing, directing and controlling. Sociology incorporates both organized and unorganized forms of social association whereas public administration is limited to organized political life. Sociology is general social science unlike Public Administration which is a specialized social science which makes it narrower in approach. The research of the theory and practice of Public Administration is oriented towards public interest whereas in Sociology the society is believed to be closely related area, no isolation between interaction of people and all forms of network relations. In this period the country is going through social transformation period with advancing reform measures initiated by government. Public management has been under considerable focus provided its demand has grown. However Public Administration has been strictly scrutinized because of its inability to guide the practice effectively.

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78 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curretion (Dt. 17.10.2022) 2.7 Summary ? We have so far discussed what Sociology is and its relevance to Public Administration, its various methodologies and approaches that shape up the discipline. ? Public Administration shares a compatible bond with Sociology that keeps it grounded to social reality. ? We also discussed in brief how professional social workers are appropriate to fit in the role of public welfare agencies least to say questions have been raised about their efficiency in professional setup. It is however evident that both the field need a harmonious balance to operate, devoid of which will only limit its approach. 2.8 Glossary ? Sociological institutionalism: Also known as sociological neo institutionalism, cultural institutionalism, concerned with how institutions create meaning for people. ? New public management system: It is a method of managing public service organizations that is applied in both subnational and national government and public service institutions and agencies. 2.9 Model Questions ? Discuss the nature and scope of Sociology. ? Analyse the interrelationship between Public Administration and Sociology. ? Examine the role of Sociology and Social Work in the arena of Public Administration. ? Indicate the similarities between Public Administration and Sociology. ? What are the distinctions between Political Science and Pilublic Administration? Discuss. ? Write a note on sociological research approaches and methods. ? What are the different branches of Sociology? ? According to Prof. Naim Kapucu, what are the various traditions of Sociology? ? Is Public Administration exclusive? Discuss.

79 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curretion (Dt. 17.10.2022) 2.10 References ? Anderson, Nels. "Sociology and Social Work in Public Welfare Administration". American Sociological Review 5, no.2 (1940): 177-184. ? Hustedt, Thurid, Tiina Randma-Liiv, and Riin Savi. "Public administration and disciplines." EUROPEAN PERSPEC (2020): 129. ? Dimock. Marshall Edward and Dimock, Gladys Ogden, 1975. Public Administration; Oxford & IBH Publishing Co.: New Delhi ? Sharma, M.P. 1960, Public Administration Theory and Practice; Kitab Mahal: Allahabad. ? Chanthamith, B., M. Wu, S. Yusufzada, and M. Rasel. "Interdisciplinary relationship between sociology, politics and public administration: Perspective of theory and practice." Sociology International Journal 3, no. 4 (2019): 353-357. ? Farazmand, Ali. "The future of public administration: challenges and opportunities- A critical perspective". Administration &society 44, no. 4 (2012): 487-517 ? Bozeman, Barry, and Mary K. Feeney. Rules and red tape: A prism for public administration theory and research: A prism for public administration theory and research. Routledge, 2014.

80 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curretion (Dt. 17.10.2022) 80 Unit-3 : History Structure 3.1 Objectives 3.2 Introduction 3.3 Relationship between Public Administration and History 3.3.1 Historical Approach 3.4 The cultural context and the common themes, then and now. 3.5 Conclusion 3.6 Summary 3.7 Glossary 3.8 Model questions 3.9 References 3.1 Objectives ? To bring in the idea that among the various general approaches to the issue, the historical approach is the most promising, even when limited to specific countries. ? To educate learners that relationship of Public Administration with History is vital to understand present and predicting how future can be. 3.2 Introduction The lack of a universal coordinating mechanism or factor makes Public Administration a difficult subject to teach and study. There are numerous good historical books on Public Administration in individual countries or periods as well as from certain perspectives, but there are few universal assessments. Students are occasionally unsure of chronology of historical events such as whether Social Security was established during the New Deal or the Great society. Other times, the substance of key eras in government history, such as the Great Society's environmental impact is unclear. Most importantly, as Gladden puts it, students must often accept the existing relationship of the public sector to society- its size, functions and political standpoint- as a given, as "what is", since they have not investigated how it evolved over time.

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81 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curretion (Dt. 17.10.2022) 3.3 Relationship between Public Administration and history Administration is just one of the many things that the government does. The term "government" encompasses a wide range of activities, including policy-making, law making, enforcing, maintaining, peace, adjudicating and numerous acts of communal engagement. Although, despite the widely accepted doctrine of separation of powers, it is not possible to assign exclusively each to its equivalent branch of government, these various activities are traditionally distributed among the three broad powers of the political - executive, legislative and judicial- as separate spheres. Furthermore, the tripartite classification does not account for acts of communal engagement that occur outside the government realm but have an impact on it, which are becoming increasingly important, particularly in democracies. While the legislative and judicial branches have relatively simple and well-understood functions-though even these tend to generate supplemental services-the executive branch has numerous features, ill-defined and if far from uniform. Policy-making, commanding, executing and maintaining peace are all basically executive duties. In actuality, the executive (to which the term government is frequently applied to distinguish it from legislature and judiciary) exercises legislative and judicial powers, while both the legislature and judiciary may perform responsibilities that would normally be allocated to one of the others. This broad functional range does not however exhaust the pattern of government complexity because government operates at several levels which are divided into both central and local levels, which are defined by population density, geographic distribution and other unique variables. Public administration at each of these levels, while adhering to the same broad principles has its own distinct characteristics. There are issues to resolve. To these regions of influence public administration must be added to the mix. International and supranational cooperations have always been crucial and are becoming so today. Students of public affair are aware of public administration being widely operative. Drawing a barrier between government and private activities based on some principle is no longer possible if it ever was despite political philosophers having suggestive answers. In the past, historians did not pay much attention to the social, political and economic development of the states. Administrative history is now being developed as a distinct discipline of history; hence this approach has altered. In the United States of America, the first attempt to compile a complete history of administration was made. Prof. Leonard D. White gives a detailed history of American administration in the first 48 years in his two volumes : The Federalists (1948) and the Jegersonians (1951). History instructs and advises administrators by highlighting the errors made by previous administrators that led to their downfall. Every country's public sector has

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82 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) its own distinct history, one that characterizes, explains and defines how government can and does operate in the present. Understanding this history may help us better adapt management techniques to changing political and economic conditions. It can bring a sense of satisfication in knowing how do we fit into a greater cultural tale of public sector, in addition to practical benefits. The discipline of History has a close relationship with Public Administration. Though American Public Administration has had a tendency to downplay the importance of history, the European version of Public Administration has been inextricably associated with history. Indeed, any study of Public Administration would become meaningless until and unless it is studied in the context of history. For, history can only explain as to how administrative institutions in a country are evolved over the years. Further, administrative precedence which is considered to be an important element of policy making, is indicative of the importance of history in administrative decision making. The past administrative practices along with memoirs of administrators are considered to be the most important component of administration deliberations. According to E. H. Carr, 'history is a continuous process of interaction (between the historian and his facts) an unending dialogue between the present and the past'. History provides an insight into the past. The study of the historical background of a country enables us to understand its administrative systems. Historians have recorded not only political events like battles and the deeds of rulers but also particulars of Administration. For instance, L. D. White in his books on the early history of American administration, Administrative History of Medieval England provided useful material for understanding the systems of administration of those times. History tells us how administrative problems arose in the past and how they were solved. As a result, even if we agree that history is the ideal frame for bringing coherence to public administration studies, we are still faced with the challenge of designing a cohesive pattern for such a wide range of activities and approaches. Above all, two elements stemming from the nature of public administration must be considered : (1) its status as an integral part of government and (2) its necessary subordination in that framework. 1) While universal histories of government are rare, owing to the subject's vast diversity, general histories are invariably concerned with government, and wherever the context permits, these include a significant amount of information about public administration and its practitioners, particularly when they are important enough. This is clearly the case with the Oxford History of England, which devotes considerable, if variable, attention to such things in each of its sixteen volumes, but, of course, the administrative picture generated is inherently fragmented if not disjointed, being

83 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) auxiliary to the main theme. Even a broad image of the administrative world can be gleaned only after thorough probing in such histories, as detailed as they may be. There's no need for it to be any other way, because putting too much focus on the administrative components would inevitably throw the primary plot out of whack. There are a number of specialized histories dealing with certain administrative issues or sectors that, when considered as a whole - if that is possible - cover a significant portion of the broader ground. One aspect of the difficulty is coordinating these specialty accounts and filling in the gaps where possible. (2) Because of administration's intrinsic subordination and the fact that it does not exist on its own - administration for the sake of administration, as it were - its history should not be twisted in such a way as to give the idea that it is a fundamental or key subject. The history of Public Administration must be connected to governance in all of its forms. Because it is a specialist subject, this form of history will usually only interest experts, but given the enormous impact of public administration today on practically every sphere of human endeavour, it is becoming increasingly important that it be widely understood. In the contemporary setting, a current American business is particularly significant. The requirement for a more comprehensive and realistic approach to administrative history is highlighted in G.D.. Nash's Perspectives on Administration: The Vistas of History, published by the University of California, Berkeley's Institute of Governmental Studies, where the subject is being researched extensively. It is clear that there is no simple formula for selecting acceptable points of view from which a broad history of public administration can be successfully shaped. Nash presents a variety of different lines of approach in his thought-provoking study of the primary choices. These perspectives include institutional functional, Civil Service, biographical, psychological, anthropological, historical, entrepreneurial, ecological and intellectual approaches, all of which have been used by writers dealing with specialist administrative topics and none of which can be clearly distinguished from the others. Public Administration histories, whether confined to specific specialist fields or forming important elements in works of a more general nature, already exist in such universal activities as Public Finance and Diplomacy, and universal histories could certainly specialise in Central Government Administration, Local Government Administration, or the administration of such public activities as Police, Constructional Works, Defense, Taxation, Communications, Education, and Coordination. Nash's final summing up has two key points that can be usefully quoted: Historians can offer theorists with resources which are more varied in origin, more deeply anchored in human experience, and gathered from a wider historical span than those provided by academic evidence today.

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84 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) At this point, Guy Thuillier and Jean Tulard's recent article on Problems de l'histoire de l'Administration, makes an important contribution to the problem, as it covers a colloquium held in Paris on the subject of French administrative history since 1800. Their statement of six principles for the historian of administration to follow in approaching the subject is worth studying in depth, but at least one of them must be disputed right away. This is the idea that this kind of history is based on a regressive process, in which present-day experience is used to explain the past. As a result, the administrative historian is unable to be objective. Such a mindset is an insidious flaw that historians must combat in all domains. In reality, it's tough for us to put ourselves in the other person's shoes, especially when he's been dead for a long time and the available information is incomplete, if it exists at all. However, the historian must always put forth an effort, acting as an artist when science has little to say. Otherwise, identifying the underlying tendencies that can provide important future signposts while also justifying our looking back will be very impossible. Regressive history, as stated, can do little more than reinforce our errors rather than help us figure out why we keep making the same mistakes. Initially, it appeared that a universal history of Public Administration would have to be set in the context of the principal activity - government - as well as against a broad historical backdrop that would account for time and space. It would have to be shaped on three levels to account for (i) the administration's essence, (ii) its governmental environment, and (iii) a minimal number of historical indicator points or map references, to put it another way. Covering the entire span of universal history - from cave man to computer - on these, or any other, lines would obviously necessitate the dedication and perseverance of a large team of experts, with plenty of time and plenty of financial and resource support, and the results could only be adequately deployed in a long series of volumes. It was much too big a mission for one under-resourced researcher. 3.3.1 Historical Approach The historical approach is essentially based on the belief that knowledge of History is absolutely essential for an in-depth study of any subject. For a proper under standing of the public administration of a country, it is necessary to link it up with a spatio-temporal frame. For example, in order to study the background and the growth of the administrative system in modern India, a historical perspective is essential. To understand the evolution of the administrative system in India, the characteristics of Indian administration during the British period and also the pre-British period have to be studies. Thus, the historical approach studies organization in a chronological order and comparative context. People who work in or study public organisations may not consider history to be

85 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) very important. Public Administration is an applied professional subject that deals with real time issues like money, organizational structure and programme management. We know that recent events can influence today's decisions, yet events from the past may appear to be entirely irrelevant when it comes to developing and implementing public policy in the present. Below we will discuss how history is still relevant to daily work of public sector professionals. By focusing on times of substantial change in the function of government in society, Essential history for Public Administration explores the culture that surrounds and shapes the American public sector. The book's concept is that understanding the cultural context can help students of public affairs better grasp the topics they're learning about in class and it can also help practicing public officials plan and manage successful initiatives. Each narrative describes how cultural understanding evolved in public sector. 3.4 The cultural context and the common themes, then and now People who work in the public sector are not just machine-like tools used to implement policies, as the case for the importance of history begins. Instead, their actions are influenced by the surrounding society's political, social, environmental and economic factors; they provide input to elected officials and interested citizens that might lead to policy change; and they use professional judgement in everyday decision making. Political leaders use it to generate public support, legislators sense it while considering changes in public policies and programmes and individuals may have it in mind while voting, the strength of the cultural view of government can have important effects. The public sector's cultural perspective did not emerge out-of nowhere in the last few decades. It originated in the years leading up to during the nation's formation, when individuals fled Europe to avoid tyranny of monarchical governments and religious constraints. It influenced the formation of government institutions and continues to affect how Americans think about government, public policy and the proper role of unelected career public servants in American society. As a result, the term "cultural" is particularly well suited to describe a viewpoint on the public sector's position in the United States. It is not a result of recent events or generational perspective but rather a continuing characteristic of the national political landscape. While the cultural perspective continues to shape public opinion and policy, it adapts to new circumstances brought about by political movements, economic situations and technological advancements. This is especially true during periods of rapid social change such as economic crisis, war, wealth and power disparities, social injustices and environmental degradation, all of which ignite public desire to act collectively. This means that public sector's connection with the rest of the society isn't set in stone 86 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) and will change as people act to tackle current challenges. People who advocate for change face pushback from those who use their power to hinder or weaken new policy measures, therefore bringing about change in these areas sometimes takes years. Successful adjustments in the role of the public sector become culturally embedded and largely stable elements of governments operation over time. There is of course difference in present-day issues and challenges in the public sector from the days of past. Despite differences in social conditions in earlier period, today's issues and problems are parallel which is striking. As Box describes, in American society, these includes themes like public versus private interest, concentrated wealth and power, relationship between "insiders" and "outsiders", the size and the cost of the government. There are six approaches as Gladden has described about general history associated to public administration. These are: ? Direction and Top Management- Most administrative history is found at this level and this is where the majority of historians and other researchers set their interests. It is here that rulers and governors communicate their decisions to their administrative assistants in the form of instructions and it is here that the latter arrange their activities for moulding and operating the administrative machine to achieve the desired results. Naturally, the distinction between the two sorts of actions is seldom evident. In smaller systems, kings are usually actively involved in administration, even to a great extent, although in bigger realms, rulers may choose to engage, as in the case of King John of England and Philip II. ? Function and Organization- an approach which is extension of the previous approach. In this true administrative realm where administrative function (i) develops as a factor of government from its original undifferentiated form, (ii) divides into specific activities through the division of labour, which has been a fundamental component of all social change and (iii) evolves the appropriate structure to shape and activate the emerging services. The functional foundation will be determined by the ruler's policy decisions, which will be based on their perception of the situation's demands and the availability of resources, while the actual organisation will vary greatly depending on the social context and government style. ? Personnel matters- when the ruler has to choose helpers, personal issues become more important, and they grow more complicated when he has to delegate some of his obligations to deputies. The authentic world of the officials has arisen where such deputies are involved mostly or entirely in administration and it

87 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curretion (Dt. 17.10.2022) would be quite fair to focus administrative history on the responsibilities, power and conditions of service of these officials. ? Techniques used by public officials must be kept in mind under each of the three preceding sections as well as being considered separately. These activities include not only basic administrative practices in their especially public form, but also actions related to the provision of the large variety of services that governments and their auxiliary agencies are responsible for. Before expanding the scope of their operations, governments must ensure that there are people available who can operate the essential procedures, if not among current officials and servants, then in the general public, as embalmers in Ancient Egypt and clerks in Medieval Europe did. Public Administration like many other Social Sciences, has recently rekindled its interest in its own history, not just in the history of administration but in the history of the discipline's evolution as a whole. The distinction between the history of long associated practices with the government process and the history of modern professionalism of those practices is tough and nuanced but is a significant if not necessary, distinction to make. 3.5 Conclusion History gives us a glimpse into the past. The study of a country's historical background allows us to comprehend its administrative structures. Historians have noted this, not only political events such as battles and rulers' action but details of public administration too. More importantly, the professionalization of administration engendered national interests among administrative professionals, detaching them from the local ties that their forefathers had so well understood. Professionalization has created a challenge for American society as a whole because specialization did not give an alternative value system. 3.6 Summary ? So far we have learned that, the history of wars and dynasties is of the utmost importance to public administration, on the other hand, it is concerned with countriy's social, Economic, and policical existence. ? We understood that history is mainly concerned with the past. It is unrelated to the present or the future. Public Administration is more concerned with the present and the future and only uses the past as a lesson for the present. ? Lastly, History is broader when compared to Public Administration because the former encompasses considerably more larger domain of human existenc.

88 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curretion (Dt. 17.10.2022) 3.7 Glossary ? Organization- In narrower sense of the term it refers to an entity, association or company consisting of numerous people for a specific purpose. ? History- It is a broader term to refer to study of past events, particularly in human affairs. 3.8 Model questions ? Discuss the relationship between Public Administration and History. ? Discuss the approaches described by Gladden in regard to general history associated with public administration. ? Give an account of the nature and scope of History is relation to oprative part of government. ? What are the two elements stemming from the nature of Public Administration? Discuss. ? Examine the significance of the 'cultural context in Public Administration'? ? Write a note on administrative history as a distinct branch of History. ? what do you understand by universal history of Public Administration? ? Write a short note on the historical approach. ? What is History, as conceived by E.H. Carr and L.D. White. 3.9 References ? Gladden, Edgar Norman. "Public administration and history." International Review of Administrative Sciences 38, no. 4 (1972): 379-384. ? Karl, Barry D. "Public administration and American history: A century of professionalism." Public Administration Review 36, no. 5 (1976): 489-503. ? Box, Richard C. Essential history for public administration. Melvin & Leigh, Publishers, 2018. ? Adams, Guy B. "Enthralled with modernity: The historical context of knowledge and theory development in public administration." Public administration review (1992): 363-373.

89 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curretion (Dt. 17.10.2022) 89 Unit-4 : Economics Structure 4.1 Objectives 4.2 Introduction 4.3 Understanding Economics 4.4 Relationship between Economics and Public Administration 4.5 Impact of Economics on Administration and Policies with examples 4.6 Conclusion 4.7 Summary 4.8 Glossary 4.9 Model Questions 4.10 References 4.1 Objectives ? To understand how the concepts and issues of Economics are applicable in the analysis of Public Administration. ? To explain the interrelatedness between Public Administration and Economics. 4.2 Introduction What is the role of the state in economic development? This question has puzzled thinkers since Adam Smith and other economists even to these days, who continue to ponder on this question. We will learn about the contemporary discourse over the state's capacity in development and other activities or resource allocations. We can begin by exploring these questions, by conversing along Adam Smith's claim for the need of a "tolerable administration of justice" 4.3 Understanding Economics Economics permeates each and every sector of human activity and interaction. It is about how limited resources are used to create wealth. In the contemporary world, public administration plays a critical role of providing direction in terms of how that

90 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) wealth should be distributed, although its involvement in the economy differs from one country to another depending on a particular economic system at play. The public administrators are therefore faced with the challenges of taking decisions within the context of economic realities of their communities. They often make decisions in the face of limited resources. This is a fundamental economic challenge. A sound knowledge of the fundamentals of Economics is, therefore, essential for all public administrators and policy makers in the business of government. The fundamentals of Economics include, among others, inflation, unemployment, poverty, national and international trades, fiscal and monetary policies, and the economic behavior of households and organizations in the private and public sectors. Knowledge of Economics is important in understanding various phenomena that impact on the survival of human beings. Its teaching, particularly at the institutions of higher learning, is fundamentally important and should form an integral part of the curriculum of even those specialized instructional offerings that fall outside its formal purview as an academic discipline. Engineers, lawyers, medical doctors, nurses, social workers and physicists, just to mention but few, also invariably need some degree of understanding of Economics to efficiently carry out their specialized functions. Including Economics as an "anchor subject" in all set of courses that are being pursued for various professional and academic qualifications in the social and natural sciences is a sound approach to curriculum development as it would ensure that institutions of higher learning produces the caliber of graduates that are well-rounded and could easily understand the economic dynamics that underpin human actions. This is, however, often disregarded in various curriculum development endeavours. In this article curriculum development in the field of Public Administration at the universities of technology in South Africa is critically analyzed to determine the extent of the recognition of economics as a twin- science that should go together with the science of public sector governance. For, as pointed out above, public administration plays a critical role of providing direction in terms of how wealth should be distributed. 4.4 Relationship between Economics and Public Administration There is also a great deal of complementarity between Economics and Public Administration as Economic science facilitates Public Administration especially in the implementation of public policies with the sophisticated techniques of Pareto optimality. Preoccupied primarily with public interest, Public Administration has drawn its sustenance from Economics, which is solely concerned with the problem of allocation of limited resources. In fact, the root of the complementarity between

91 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) Economics and Public Administration can be traced back much before the formal birth of the said disciplines. In fact, there has been a long tradition of economists advising governments on macro-economic management of the country. For example, Adam Smith in his magnum opus The Wealth of Nations had underscored the close relationship between political economy and state/government. Similarly, J.M. Keynes, another important economist had made a strong advocacy for collaboration between Public Administration and Economics. In fact, Keynes in a correspondence to the then Prime Minister of the United Kingdom Ramsay Macdonald, had advised to form a standing advisory committee of economists to guide the policy makers. As an arch rival of the orthodox laissez faire doctrine, Keynes intended to salvage the traditional theory of money from the clutches of long-term equilibrium situation and to ground it on a more realistic problems of economic management. Keynes in his landmark book The General Theory of Employment, Interest and Money, had categorically suggested that government should engender demand by deploying mechanism of fiscal and monetary policy. Further, public finance is another domain where economic and public administration collaborate. Public policy makers constantly are required to make choices and should be properly equipped to do so. Basic training in economics is therefore essential because every choice has costs and benefits associated with it. By making a choice, the decision maker has decided to employ scarce resources in a certain way, forcing other opportunities. Without a foundation in fundamental economics, less than optimal policies often result in under development. "Economics is a science concerned with those aspects of social behaviour and network of institutions which are involved in the use of scarce resources to produce and distribute' goods and services in the satisfaction of human wants. This understanding of Economics may be said to have been modified by the well-known economist, L. Robbins, who defines it as "the science which studies human behaviour as a relationship between ends and scarce means which have alternative use:' These definitions suggest that Economics is as much concerned with human behaviour as any other Social Science.' The major objectives of administration during 18th and a good part of 19th century were maintenance of law and order and collection of revenue. In the wake of Industrial evolution there occurred a radical transformation of the concept of the State. This was due to its being compelled to become more responsive to the needs of the masses, especially the working classes than ever before. Industrial Acts fixing working hours and minimum wages extended an enormous pressure on the administration. Goals like the -establishment of a socialist society led to the expansion of the role of administration in development. Those industries which had been hitherto managed by the private sector had come under the direct administration of the

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92 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) government. The fast growing public sector (i.e. industries directly under the government) illustrates the relationship between— Economics and Public Administration. Indeed, the expanding role of the Public Sector and a direct intervention of the government to regulate extreme swings in the economy place a great burden on Public Administration. Planning has been chosen as the means to realise the goal of Socialist society, Since efficient implementation of plans ensures goal attainment, the task of the administrators is to choose methods for effective implementation of plans. The administrators today have been entrusted with the responsibility of managing railways, insurance companies and tackling ' issues concerning agriculture, banking, etc. They, therefore, have got to have an understanding of the economic problems of the country. The ancient classic Arthashastra is not only a treatise on the art of administration but also a reference book on Economics. In several other respects Arthashastra points out the close relationship between Public Administration and Economics. 4.5 Impact of Economics on Administration and Policies with examples The knowledge of both Public Administration and Economics is important in assisting government official to improve and reform their governance system and administrative institution, strength their policy making capacity and improve overall efficiency of the government machinery. In the context of the current developmental challenges that South Africa faces, dropping Economics in the Public Administration curriculum does not make any sense. What informed this curriculum direction in the field of public administration is misinformed about the development trajectory that South Africa is pursuing. The strategic focus of government at this epoch that dawns the second decade of democracy in South Africa is on building and consolidating a developmental state. Maserumule & Mathole point out that the imperatives of a developmental state necessitate that the quality of life of the citizens must be enhanced through an improved service delivery of public services and the creation of appropriate environment to maximize the participation of the citizens in the mainstream economy particularly those that were previously marginalized by the apartheid system. Improving service delivery and creating a befitting climate for equitable citizen participation in the mainstream of economy are two-pronged challenges confronting the government. These challenges necessitate the calibre of government officials who do not only master the art and science of governance, but also of Economics. Given the emergence of public

93 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) expenditure concept as an integral component in the economic studies between the period 1960s and 1970s, the foregoing is even more important. The concept of public expenditure focuses on the demand for and supply of government goods and services as well as resource allocation in the public sector (see Economics and Public Administration, undated). The knowledge of both Public Administration and Economics is important in assisting government officials to improve, strengthen and reform their governance systems and administrative institutions; strengthen their policy making capacity; and improve overall efficiency of the government machinery. The societal problems are solved by Public Administration and Economics explain choices. This means that Public Administration identifies normative rules that would lead decision-makers to make optimal decisions whereas economics identifies rules that decision makers are likely to follow. Of more importance in this "public administration- economics nexus" is the ability of government officials to identify and effectively respond to emerging global trends and challenges. The current global financial crisis threatens the economies of the countries of the world and impacts negatively on the efforts to realize the Millennium Development Goals. This necessitates high calibre of government officials with sound economic knowledge to make informed decisions, particularly in dealing with the challenges as brought about by the global economic meltdown. Since the inception of the democratic dispensation in 1994, South Africa has committed itself to correcting structural injustices and improving the living standards of the people and recognises socio-economic rights (access to basic services such as housing, health and education) enshrined in the Constitution of the Republic of South Africa as an integral component of developing the country. The government, therefore, embarked on a variety of development initiatives clearly expressed in the Reconstruction and Development Programme (RDP), developed back in 1993, Growth, Employment and Redistribution Strategy (GEAR), in 1996, and Accelerated and Shared Growth Initiative (ASGISA), in 2006. All these development initiatives, with huge economic implications on the country, are aimed at addressing the socio-economic challenges such as poverty, unemployment, and unequal distribution of resources that face the country and public administration is expected to play a leading role in ensuring their successful implementation. In the context of South Africa, the knowledge of economics is even more essential for Public Administrators as it would provide a theoretical framework to understand these contemporary development initiatives. RDP is an integrated policy framework for socio-economic renewal, transformation and empowerment to establish a systematic approach to the democratization and development of the South African society. Its central thrust is to reduce the poverty of the majority of South Africans and make services of an economic nature accessible

94 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) to all. To give rise to ample employment opportunities and a redistribution of resources, GEAR was developed as a strategic intervention aimed at accelerating the pace of realizing the objective of RDP. As a result of an increase in unemployment (from 26 % in 1994 to 30.5 % in 2002), the government committed to achieve the Millennium Development Goals (MDGs) set in 2000 (Development Report 2005), which is to halve poverty and unemployment by 2014. The government introduced ASGISA as another intervention to accelerate the pace of development. ASGISA focuses, in particular, on fast job creating growth, ensure availability of the needed skills, create opportunities for those marginalised, and maintain policies that brought macroeconomic stability. The theoretical antecedents of these development initiatives are embedded in the science of economics. Therefore, the "brightest and best servants" that the imperatives of a development state needs should not only be schooled in the science of governance but of economics as well. This would ensure that various programs of government, largely those that are aimed at eradicating poverty and unemployment, are properly managed by people with rounded-knowledge. Economics is extremely important for governments and policy makers as it provides comprehensive and in- depth knowledge to analyze the economy in terms of these development initiatives which are very significant in the provision of quality public services. Economic decisions and actions are taken every day by economic agents such as individuals, governments and firms and economics is the study of these decisions and actions and of the way economic processes work. Economics therefore provides knowledge of regional and municipal development, Public Administration and Economics, and prepares graduates for careers in local, municipal and central authorities of government administration, as well as various institutions. In a developmental state, government establishes social and economic goals. Factors of production are privately owned but the government must always intervene and influence the direction and pace of economic and social development rather than leaving them to the dictates of the markets to ensure that the national interests are always realized. This needs a "strong state capacity", which is achieved through the creation of inexpensive, efficient and effective public service staffed by the nation's brightest and best servants functioning without constraints and capable of being innovative in addressing the social and economic needs of the citizens. It is in this context that public administration and economics [should] go together as twin-sciences for rounded-knowledge. An omission of Economics in the Public Administration curriculum at the universities of technology following the re-curriculation exercise of 2000 is therefore a gross mistake, which its effect is mass production of graduates whose knowledge profile do not adequately befit the orientation of a developmental state. Much of knowledge that the universities

95 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) of technology create through the current Public Administration curriculum is skewed towards the science of governance and economic science is underplayed. In one of the modules called Public Resource Management in Public Administration curriculum, consideration of economics in Public Administration is only limited to normative values of efficiency, effectiveness and productivity in governance. The theories of economics, which constitute its scientific essence, are not covered. A concern is always being raised in government circles about the quality of graduates that the institutions of higher learning produce. This is an indictment on the quality of knowledge that the Public Administration educational programs produce through their curricula that are narrowly focused. Economics has recently emerged as public administration's preeminent paradigm and is much more directly relevant to the concerns of public administration and to solve real life economic problems. 4.6 Conclusion Public Administration is a very new discipline. It got separated from Political Science a few decades ago. It has very close relationship with all other social sciences. Public Administration cannot be appreciated without an understanding of social reality around it. Works of sociologists like Max Weber influenced the theory and practice of Public Administration. The fact that the modern administrator is known as a social engineer, confirms the close relationship between economics and Public Administration. With the advent of planning the relationship between Public Administration with Economics has grown stronger, and the present-day administrators ought to know the economic aspects of the polity for effective implementation of policies. 4.7 Summary ? So, in this unit we have learned how Public Administration is related to Economics just like any other social science. ? Public Administration along with Economics plays an important role in the implementation of financial development and social infrastructure of the state. 4.8 Glossary ? Economics- The branch knowledge concerned with the production, consumption and transfer of wealth and resources.

96 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) ? Development- Amultitude of meanings is attached to the idea of development; the term is complex, contested, ambiguous, and elusive. However, in the simplest terms, development can be defined as bringing about social change that allows people to achieve their human potential. ? Arthashastra- Arthashastra is an ancient Indian Sanskrit treatise on statecraft, economic policy and military strategy, written by Kautilya. 4.9 Model Questions ? Discuss the nature and scope of Economics. ? Analyze the relationship between economics and public administration. ? 'Economics has recently emerged as public administration's preeminent paradigm'. Do you agree with the statement? justify your answer. ? Why is sound knowledge of the fundamentals of Economics essential for a public administrator? Discuss ? Write a note on reconstruction and development programme (RDP) ? Why did J.M. Keynes make a strong advocacy for collaboration between Public Administration and economics? ? What is the significance of the Arthashastra? ? What do you understand by public expenditure? ? What is meant by Public Resource Management? 4.10 References ? Dimock. Marshall Edward and Dimock, Gladys Ogden, 1975. Public Administration; Oxford & IBH Publishing Co. New Delhi. ? Boettke. Petter, Economics and Public Administration, Southern Economic Journal, April 2018, Vol. 84, No. 4 (April 2018), pp. 938-959. ? Grodzins. Morton, Public Administration and the Science of Human Relations, Public Administration Review, spring, 1951, Vol. 11, No. 2 (spring, 1951), pp.88-102. ? Lyden. Fremont James, Psychological Research for Public Policy Formation, Public Administration Review , May - Jun., 1976, Vol. 36, No. 3 (May - Jun., 1976), pp. 316-318.
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98 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) 98 Unit 5 : Psychology Structure 5.1 Objectives 5.2 Introduction 5.3 Relationship between Psychology and Public Administration 5.4 Recent Developments and the Application of Psychology in Public Administration 5.5 Two-Way Street between Psychology and Public Administration 5.6
Conclusion 5.7 Summary 5.8 Glossary 5.9 Model Questions 5.10 References 5.1 Objectives ? To understand how the psychology of
administrators affects the management of Public Administration. ? To understand the relationship between Psychology and Public Administration. 5.2 Introduction Before outlining how Public Administration research may benefit from Psychology, it is worth showing how this idea is rooted in the scholarship of early Public Administration. We do not have to search long or in obscure corners of our field: discussions about the cross-fertilization of the two disciplines were central to many seminal figures in Public Administration scholarship. The most obvious early attempt can be found in Herbert Simon's seminal work Administrative Behaviour (Simon 1947). Today, Simon's scholarship is mostly credited with introducing the concepts of bounded rationality and satisficing into the study of Public Administration (e.g., Meier 2015). While these concepts clearly draw on insights from cognitive and social psychology, they are just examples of how Simon envisioned a much more general and tight integration between the two fields. In his Nobel Prize speech of 1978, he cited how his 1947 book grew out of the conviction "that decision making is the heart
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of administration, and that the vocabulary of administrative theory must be derived from the logic and psychology of human choice" (Simon 1978, 353).

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Simon reiterated this view in an exchange with Robert Dahl (1947) in Public Administration Review over the fundamentals of Public Administration as a science (Simon 1947b). While Simon and Dahl disagreed on a range of issues, they both acknowledged the importance of understanding human behaviour in public administration. For instance, Dahl noted that a science of Public Administration must be based on an "understanding of man's behavior in the area marked off by the boundaries of Public Administration". He therefore argued that Public Administration must work together closely with fields that focus on human behaviour in other areas, including Psychology and Sociology. Simon's sentiment reflects the idea that Public Administration is subordinate to Psychology, as administrative decision making must be studied as a special case of the many forms of decision making studied by psychologists. Thus, one of the founding fathers of contemporary Public Administration saw the field as, ideally, an applied subfield within Social Psychology. However, Simon also noted that Public Administration cannot merely be a passive user of Psychology but must aim to also contribute to it. A decade later, Simon still saw a great distance between Public Administration and Psychology, and he recognized that Psychology also could learn something from Public Administration and thus "a marking stone placed halfway between might help travelers from both directions to keep to their courses". In other words, Simon envisioned a two-way street between the two fields. Simon and Dahl were not the only prominent Public Administration scholars interested in Pychology. In The Administrative State, published in 1948, Dwight Waldo, who in the 1960s spearheaded the "behavioral revolution" in political science, discussed the connection between Public Administration and Psychology. He noted how psychologists see "that man is in small part rational" but rather is motivated by emotional drives and urges. Despite this, he also notes that Public Administration has been little touched'' by ideas from Psychology. Waldo subsequently evaluated the extent to which psychological by insights had penetrated Public Administration and came to a similar conclusion. Calls for integrating insights from Psychology into public for adopting Psychological public opinion research in Public Administration. Frederick Mosher, for instance, discussed the role of Public Administration in relation to other social sciences and pointed out that there should be more interaction between them, in particular public administration and the field of Psychology. Along the same lines, scholars in the 1950s and 1960s argued for a tighter integration of the fields (e.g., Honey 1957; Verba 1961). Yet, until recently, these calls have been largely unheard.
100 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) 5.3 Relationship between Psychology and Public Administration Public Administration as a discipline is concerned with human behaviour in the institutional setting. It is indebted to Psychology for availing inputs of organizational management. As a science of human behaviour, Psychology helps us to uncover nuances of individual cognitive processes like attitudinal changes, cognitive dissonance and so on. Though the classical theorists of administrative management like Fayol, Taylor, Gulick were busy with the mechanical aspects of the process and structuring of organization. It was late 1920s and early 1930s organizational management had undergone a sea change as human psychology came into the Centre of the discourse via the Hawthorne studies. Consequently, the human factor became the centre stage of organization. Moreover, several contemporary individually oriented psychologists like Maslow, Herzberg have contributed to organizational management. Hence psychology has a close interrelationship with Public Administration. Modern behaviourism which developed in the late 1930's is mainly concerned with the scientific study of human behaviour in diverse social environment. In Public Administration behaviourism as a distinct line of study started in 1930's with the Human Relations movement and was later developed by Chester Bernard, Herbert Simon, Herbert Dahl and others. They observed that administrative behaviour is a part of the behavioural sciences and study of Public Administration should involve the study of individual and collective human behaviour in administrative situations. The behaviourists sought to adopt an integrated and interdisciplinary approach for according to them all human actions are motivated by social, economic, political and psychological environment from which they emanate. This approach aims at substituting empirical and realistic judgements for the purely value oriented one. It also emphasizes a scientific approach to the study of administrative problems and their solution. The scholars in the field of Public Administration have made cross-structural, cross-cultural studies of administrative behaviour. This has helped in the development of knowledge of Public Administration in the comparative context. But the behavioral approach has been criticized for having limited utility in the analysis of all types of administrative phenomena. Therefore this approach appears to be of limited relevance in dealing with all types of administrative problems and their solutions, since their complexity and variability of human nature, motivations and behaviour are far from attaining precision as is possible in physical science. Value oriented or normative problems and issues of organization cannot really be explained or interpreted in terms of the behavioural approach.

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101 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) 5.4 Recent Developments and the Application of Psychology in Public Administration The aforementioned calls illustrate how ideas about the connection between Public Administration and Psychology were part of early discussions about the foundations of Public Administration. In order to systematically assess the extent of recent Psychology informed Public Administration research, some researchers conducted a systematic analysis of all articles published in three top-tier journals in the field of Public Administration Public Administration Review, Journal of Public Administration Research and Theory, and Public Administration–from 1996 to 2015. They chose to analyze 20 years given that this is a substantial time frame that is sufficient to identify potential trends in Public Administration research. Furthermore, there was also a more pragmatic reason, as the Scopus database only allows word searching within the body text and references from 1996 and onward. Furthermore, even for some years after 1996, the Scopus database seems incomplete, and therefore the total number of articles reported here may not completely reflect the total number of articles published in each journal. However, the data are suitable to provide an overview of the development in Phychology informed Public Administration research over time. A total of 1,807 articles were published in PAR. Among these articles, identified 216 articles containing the word "psychology" in either the title, abstract, body text, or references. This amounts to about 12 percent of all articles. Based on their reading of the articles, they identified which ones made substantial use of psychology (e.g., by using various psychological theories). The coding identified 63 psychology-informed articles, which amounts to 3.5 percent of the full body of articles in the 20-year period. The mean share of articles for the last six years has more than quadrupled compared with the mean in the period from 1996 to 2009. The manual coding also included the area of research in Public Administration. They categorized the articles based on the Piblic Administration categories developed by Groeneveld et al. (2015). Most of the articles focused on the broad category of public management, for instance, articles on public service motivation and leadership. A smaller share analysed topics related to policy and politics or looked at networks. 5.5 Two-Way Street between Psychology and Public Administration They argued that Public Administration scholars could benefit from integrating Psychology informed theories into their projects. What does this imply for research practice? First of all, it implies an open attitude toward theories and methods that are
102 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) not initially developed for studying research questions that arise in an administrative setting. Specifically, this entails that a research project in behaviorual public administration not only draws on the best available knowledge within Public administration, abut also from state-of-the art knowledge from psychology. By studying concepts derived from Psychology in Public Administration settings, behavioural public administration will also be better positioned to provide constructive and critical contributions to Psychology. Yet "it takes two to tango," and therefore behavioural public administration should be a two-way street for scientific discovery. Theories in Psychology are often backed by experiments conducted with a student sample in a highly controlled environment such as the laboratory. A political administrative setting provides a real-life laboratory to study human judgment and decision making in which the ecological validity of practical implications of psychological theories can be tested. Certain concepts from Public Administration, such as public service motivation and red tape, can further inform thinking in Psychology. Public Administration can actively contribute to Psychology by highlighting the interplay between psychological processes among citizens and political actors. For instance, psychologists have identified a "left-most digit bias" in humans' processing of numbers, which posits that humans are overly influenced by the digits they first encounter when relying on a multidigit number. Public Administration research has also shown that politicians can actively draw on citizens' left-most digit bias in order to provide a more favourable view of performance to the public. That is, Public Administration provides psychology with novel ways of linking micro-level processes to macro-level variation in how politicians, managers, or organizations behave. 5.6 Conclusion One of the reasons why Whitehead approach to moral psychology is so appropriate for Public Administration (and other professions, as well) is that it recognizes that the concern of morality is all of reality, not just humanity; that is, human beings have moral relations with all in the environment and not merely among themselves. The authentic moral psyche is morally related to the environment, as well as to other individuals in the community. Formalists and utilitarians have only problematically attempted to bring moral obligations to non-human life under the rubric of their systems. Even in John Rawls' theory of justice, for example, there is no indication that plants and animals hold any higher status than merely serving the interests of human beings. Do all moral relations with nature reduce to human utility? According to Tribe's argument, this approach is a distortion from a more fundamental feeling of empathy and obligation toward non-human life around us. If he is right, there is more

103 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) to be served by public servants than the "public interest" - more than a process philosophy might capture. 5.7 Summary ? We have learned how Public Administration is influenced by Psychology as much as other social science disciplines. ? Psychology plays an important role on the Administrators' mindset regarding the decision-making as well as implementation of various administrative, management and developmental programmes. 5.8 Glossary Psychology- The scientific study of the human mind and its function, especially those affecting behaviour in given context. Behaviourism- Also known as behavioural psychology, is a theory of learning which states all behaviours are learned through interaction with the environment through a process called conditioning. Thus, behaviour is simply a response to environmental stimuli. 5.9 Model Questions ? Examine the impact of behavioural Psychology on Functional aspect of Public Administration. ? Examine the relationship between Psychology and Public Administration. ? ''Behavioural Public Administration should be a two-way street for scientific discovery''. Do you agree with the statement? Justify your answer. ? Analyse Simon's Contribution to the study of Administrative behaviour. ? Write a note on the behavioural approach to Public Administration. 5.10 References ? Evidence from an Online Experiment. Journal of Public Administration Research and Theory 24 (1): 137 - 57. ? Groeneveld, Sandra, Lars Tummers, Babette Bronkhorst, Tanachia Ashikali, and Sandra van Thiel. 2015. Quantitative Methods in Public Administration: Their

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105 Unit 1 : Centralization, Decentralization and Delegation Structure 1.1 Objectives 1.2 Introduction 1.3 Centralization and Decentralization 1.4 Approaches to the Issue 1.5 Centralization in Positive Sense 1.6 Negativity of Centralization 1.7 Scalar Process and Delegation 1.8 Reasons of Delegation 1.9 Problem of Delegation 1.10 Forms and Measures of Delegation 1.11 Features 1.12 Advantages of Delegation 1.13 Limitation of Delegation 1.14 Hindrances 1.14.1 Organizational Hindrances 1.14.2 Personal Hindrances 1.15 Principles of Delegation 1.16
Conclusion 1.17 Summary 1.18 Glossary 1.19 Model Questions 1.20 References 1.1 Objectives ? To understand the process of
centralization and decentralization and their various dimensions. ? To examine the essence of delegation along with its forms, features, advantages and limits. BLOCK – III

106 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) 1.2 Introduction Basically administrative structure builds with the cooperation and cohesion among staff and workers, working at different levels with different responsibility and duties, determined by the boundaries made by the administration. But the apparent differences of level and responsibility are cohered in one uniform decision to comply with the vision and mission of administration as a whole. By definition, administration is coordination among responsibilities and efforts of a group of people to achieve a particular goal which have bsically a common objective endorsed by legislature. In fact administrative machinery is built up in order to attain the desired goal envisaged by the constitution and effectuated by the legislature in parliamentary democracy and by the President and the legislature in a presidential form of govern formed with the elected members. The basic purpose of the administrative organization is to build the working process for

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proper utilization of man, materials and money for the desired accomplishment of its defined purpose. Thus, it is said, "organization is the basic tool by means of which the administrative processes are kept operating."(

Dimock and Dimock). Organization is a planned system of human association which unite the cooperative efforts of each and every part of the association. The members, at any level, of the association have the training to recognise the role to perform their duties and tasks to pursue. The performance is largely made by the recognised authority, which primarily the arrangements of works at different level, are defined and coordinate for the defined objectives. Different people defined the basic concepts of operation of administration like, Centralization, Decentralization, and Supervision etc. from different perspectives. These structural arrangements within the administration as a whole are

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used in three different senses : First, the act of designing the administrative structure, Secondly, both designing and building the administrative structure, and third basic administrative structure. But these views represent a mechanistic (structural) view

of organization

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in the sense, that they convey the idea of human relationship, but an administrative organization is both structure and set of human

relationship. The basic concepts of different administrative processes have some essential characteristics which we use to understand the nature and functions of different organizations that perform the functions. The different organised pattern of administration, like centralized or decentralized pattern, the unique pattern of power, delegation from higher rank to lower rank, or the pattern of supervision etc. have certain basic characteristics which enable them to do their schedule work within the larger administration. These organisational patterns work with a definite purpose.

107 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriculum (Dt. 17.10.2022) These are generally formed with a definite aim and mission, which they perform with complex human collectivism and these groups of human workers and staff are not in any way personally related to each other. Their relations within the organization are secondary and impersonal. All of them are individually expected to be specialized in their job and responsibility. They are also given special training for specialized job. But their training and specialization are altogether directed for limited goals, which can only be attained by their cooperative activities. They are being a part of the larger society; primarily provide their service and product of their work to the society at large. in return they also want feedback from the society, because their existence largely depend upon this feedback from the environment. These administrative organizations have definite purpose, process, person and place. The basic purpose of these organization are suited their functional performances, for example, different organizations like Defence, Health, Education etc., have their own purpose, which is, at least, outwardly different from others. But at the end, these different purposes are expected to give a coherent mission of the executive branch of the government. To make the mission coherent and systematic, they avoid of eliminate overlapping or duplication of work, but their basic aim is to develop a good coordination among different departments or organizations. Purposes of these organizations are tuned in a way to build up technique and specialized skill of the members of the organization for performing their work perfectly. Specialized technical skill enables the staff to use all probable and available technical means for better result. Use of technicality has another aspect of departmental functioning. It encourages coordination in the technical work. It is also essential to select right person or staff with comfortable technical knowledge, to work for some particular department or organization. There are some governmental departments, which have some definite clientele, such as, Tribal Welfare, Women Empowerment Department or Rehabilitation Department. A particular group of people of the society always depends upon the perfect bearing of responsibility by the departmental agents and if the agency of the department can establish a close relationship with their clientele, then only the benefit of the interested group of clientele, could be ascertained and maximum benefit could be achieved. So at the beginning of formation, department tries to establish close relationship with the target groups, and then tries to approach the problem of those within the context of larger social problem. Each organisation has its own area of operation where it actively operates. For example, Railway Department, or D.V.C, have their specific area of operation, and their attempts are to establish a coordinative and cooperative relation with other related service provider, for purpose of serving their own area of operation. Such departments are also responsible to serve the national demand through their work schedule.

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108 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) Thus the government builds up its organisation, basically with the concept of creating the machinery and procedure for implementation of policies by the legislature. Government operates through multiple administrative departments, organised to serve some basic functions, namely, maintenance of law and order, protection of rights and liberties of the people, collection of revenue and mobilisation of resources for nation building and for upholding the soverign existence of the nation and dignity of the citizens, But these functions have multidivensional and complex performance levels, which include resource / asset management, project / performance management and strategic management. Administration or management is a complex activity that involves policy makers workers executers at different levels and position contextualised by socio-economic, political and cultural environment of a country. Depending on this contexts and on organisational dimension, as well as on organisational structure and attitude. 1.3 Centralization and Decentralization Some analysts of Public Administration identify at least five different aspects of extralised decentralized form of administration, of which two are administrative aspects and others are, political, geographical and functional.Depending on the nature of the political system and historical context of a country, public administration is made centralised and decentralised in structure and function. In any public or private administrative structure neither centralisation non decentralisation can exist is absolute form and they can never be identified in ideal functional terms. The degree to which a system is centralised or decentralised, defines the nature and scope of an organisation. Hence, in an organise in which formal authority of decision making is concentrated to a larger extent at the apex, is called a centralised system. Centralisation is an administrative structure in which key decisions, such as resource allocation, man management etc. are made by the top ooficials and primary strategic direction and planing are set at the apex of the liherarchy. Centralisation makes the structure pyramidal with a top authority, entruste with the responsibility to make decisions to fulfil the goal of the organisation. In a centralised system information flows from the top to bottom. Advantages of Centralisation A centralised administrative structure with a higher degree of concentration of power and authority maitains a distinct chain of command and this unity of command makes the decision making system focussed and goal oriented Scaler chain and unity of command, the cardinal principles of Fayol's nation of administration facilitates 109 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) unity of direction in an organisation, enabling the organisation to attain its target in a less cumbersome way and makes the focus of accountability more prominent. Clear plan of delegation in accordance with the strategic planning help the system to attain its goals and fulfils its mission more effectively and consistent. Distinct line of communication and delegation of power reduces administrative expenditure and reduces the possibility of duplication of functions and overlapping. Centralised mode of administration reduces the possibility of occurance of conflict, helps to prevent lengthier decision making and implementative process, improves quality of work and sets the tune for standardisation of work. Advantages of Centralisation Centralisation is suitable in a relatively smaller units of administration. In a large multidimensional organisation. Centralisation to a mider extent may not be able to produce good results; contrarily it may lead the way for dictatorial form of leadership. Rigid hierarchy may induce corruption, may lower the spirit of notivation among the lower level performers and may adversely affect output. Uni-directional communication may ignore the quality control mecahnism and may make the system stereotypically less creative. In today's fast economy, centralisation may not produce desired output, or it ignores the efficiency of the lower stratum of kers and may nurture delayed performance. Conflict and ego-clashes between the top and lower levels of the organisation may create hidreances in unfilling the target of an organisation. Fayol suggested that there should be a proper balance in the degrees to which a system is centralised or decentralised, to facilitate proper and timely performance and to encourage innovation and creativity. Dispersal of authority at the lower levels may make the top management more effective by reducing burden of responsibilities. However, at each level, accountability must be properly ascertained to make the system efficient. Decentralisation The system in which power to make decisions is given to the person or group of persons who are performing to affair a defined goal, is known as decentralised system. Decentralisation refers to a specific form of organisational structure where the apex body an authority disperses a particular degree of authority and responsibilities to the appropriate sections an individuals according to the vision of the organisation. Decentralization creates an apparent autonomous authority, which takes decision, generally not referring, and occasionally referring to the apex authority. In fact,

110 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) process of decentralization, by its own signifies that power and control of the activities of an organisation are given to the lower stratum of the organisation department by the senior oficer of the stratum, to take and implement decision, The dispersion as distribution of power and authority, allied with certain responsibilities is referred to as decentralisation. Decentralisation means a strategic and clear division of function and authorities among the lower levels of the organisation to make the system of functioning more goal and action oriented. In seem to be an effective mechanism for better management, as it nurtures the spirit of inclusiveness to suit the needs of attainment of organisational goals. Bether communication among all the levels encourages creativity and an urge for better performance. The degree of decentralisation, howerver, depends on some crucial factors, like, organisational goal and philosophy, nature and size of the job performed by an organisation, efficiency of the lower level works as well as of the top coordinators, degree of diversification geographical dispersion, technical complexity, cost effectiveness, motivation of the subordinates and of course historical cultural contexts. The issue of centralization and decentralization particularly needs to be assessed in terms of the relation on between : (1) Superior and subordinate officer of the department; (2) Head Office or apex of the department and its component departments or parts at the lower stratum; (3) Official and non-official element; (4) headquarter at top and field officers who actually implement or execute the plan and decision of the Headquarter; (5) lastly, between Chief Executive and functional department or agencies. In the decentralized structure of administration, lower levels of administration are allowed the discretion to decide in most cases which come up to them. They only refer those cases and problems to the higher author, which they feel urable to resolve or mitigate. Thus, the essence of centralization or decentralization is the administrative norms and system of administrative distribution of power of decision making among the layers of departmental stratum. Keeping a fewer section of decision making power, the administration under federal structure distributes most of the decision making resoponsibility to the different periphery or layers of the administrative structure. It shoud also be mentioned that the difference between centralization and decentralization is one of degree rather of kinds, because no administrative structure can be found which is completely or absolutely centralized, even the same is true for decentralization. Chif or Head of Executive requires to share the burden of his work with subordinates. In case of absolute centralized administration, sometimes the Chief may become overwhelmed with work-load, which may effect his efficiency. Thus, the degree centralization and decentralization is to balanced be for better and efficient administration. So, we found that centralization denotes that the decision-making power ultimately

111 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) lies with the highest authority of the administrative system. Decentralization, in opposite to the centralization, means dispersion of same authority among corresponding lower layers according to necessity and eligibility. Thus, these two concepts, centralization and decentralization are basically related with the exact location and upward and downward responsibility of decision-making power in the administrative system. In the Centralized form of organization, the lower levels do not work on their own initiative, rather they only carry out the orders and instructions, percolated to them from the higher levels. They are always required to refer their field-observations and problem to higher centralized authority to get back further decisions and instructions. In a centralized administrative process, lower rank of the organization only act as implementing units, mastered by the higher units. In a way, the lower units of the administration act virtually as an agent of materializing the decision of the higher body. Their responsibility is only to carry out the orders, not to look for the result of the decision. The effect and result of all these are borne and measured by the authority which dictates as well as supervise the decisions. On the contrary, In decentralized administration, the lower units of administravie departments act on their own initivative, taking decision, within the frame of their responsible zone or periphery. Of course, in maintaining their responsibility, they follow the procedure and rules of performing the work, determined by the highest authority. Thus the essence of decentralization, is vesting of decision making poer in the hadns lower level of the head-quarters. Thus to define centralization, decentralization,

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L. D. White stated, ‘‘The process of transfer of administrative authority from lower to a higher level of government, is called centralization :

the converse is the system of decentralization.'' Henry Fayol, defined, the decentralized administration presupposes the importance of subordinate units to take part in framing and implementing the decision. But, under they system of centralized administration, power and authority of making and implementing decision rest on the hands of a single authority. It, along with making decision, also makes out the plan of implementing through lower aengts under it supervision So, in a single word, decentralization presupposes the increase and importance of subordinate authority, while transfer of administrative authority to the highest body denotes centralization. Broadly speaking the decentralized administration may be at political, territorial and functional level. Territorial centralization may compared with vertical distribution of power and authority, while functional decentralization distributes power horizontally. Political decentralization is mostly seen in federal countries like India and provinces of Canada. Specially in India, the Constitution itself, by its provision listed the power and responsibility into three segments : Central List, State List, and Concurrent List. In case of Concurrent list, the Constitution has affirmed the supremacy of the Union
112 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) Law [Art 254(2) has stated regarding the power of making law of the State legislatue, that ''With respect to one of the matters enumerated in Concurrent List contains any provision repugnant to the provision of an earlier law made by the Parliament or an existing law with respect to that matter, then, the law so made by the Legislature of such State, if it has been reserved for the consideration of the President and has received his assent, prevail in the State.'' Apart from this example of procentralized tendencies in Indian federalism or decentralized administration, it has also been stated that in case of overlapping of any Power and Authority stated in three lists, law made by Parliament shall dominate. But in any way, not only the founders of Indian Constitution, founders of U.S.A. Constitution also suggested political decentralization in applying executive power. The Constitution of different Countries have set the example of establishing City Government in U.A.S., Panchayat Raj and Municipal Corporation in India, County Government in Britain, as a positive attempt of Furthering the process of decentralization—political as well as executive. Apart from political decentralization, there are also horizontal decentralization, there may be territorial decentralized administration, where higehr authority judging the necessity and convenience determines the area of administration. These areas are defined either by political or geographical or functional administrative convenience. As for example, State administration divides the state into district, Panchayat, taluk or Circle. These divided units are empowered to take decision within particular specified limits and thus function in an independent manner. Eve, as we said earlier the function or particular responsibility of the administration is fixed up on the basis of functional specialization of a particular unit or to newly formed units where experts on the matter are assembled. The Government, for example, creates some professional or technical bodies, like University Grant Commission, Flood Control Board, Central Welfare Board, etc. This matter of relationship between the Headquarters at the apex and outlying field agencies and officials or between the central government (or State government) on the one hand and local bodies on the other, from the cardinal point of discussion in the debate on centralisation vs decentralisation or centralisation and decentralisation. 1.4 Approaches to the Issue As a popular federal process of administration, the decentralization have different approaches. These approaches haved defined the process in different ways. One of the known approaches in ''Doctrinal Approach.'' This approach denotes, that, the system of decentralization is used as an end in itself, not as a means to realise goal. Because

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113 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) it is not use for any temporary period, rather it is used in an orderly manner to establish a certain pattern of administration. So the idea of making administration decentralized, is basically an idea in mind, which help to set a cultural pattern among social men, to support and cope us with this process. Naturally as a cultural system, the clients of administration in the systeme for their needs and desire. Some authors have also approached the decentralized process as a political outcome of constitutional system. They claim that the creation of decentralized system of administrative operation with a set of departmental autonomy, is primarily governed by the political factor. There is another approach to confirm the utility of the concept of decentralization. The approach is popularly known as political approach. It says that decentralization with a set of operational autonomy given to the units, is governed by the policy makers and has a political overtone. Regarding administrative approach to decentralization, it is said that the formation of autonomous decentralized units, are made to improve the efficiency of administration. Decentralized at decision the lower levels leads a perfect decision, taking all aspects into consideration properly. It enables the apex body to take an overview of all problems of all units along with their suggestions. Only for this reason apex decision making body divides and distributes power and autonomy way for among regional, divisional, sub divisional, Circle levels, within the country state Headquarters. Dual role approach of decentralization conceives decentralization as a method of resolving conflicts in the field of administration. This sometimes becomes the cause of changing traditional beliefe and culture of administrative method. The usage of status quo oriented field administration cannot fetch desired result in a changing pattern of socio economic reality. The basic problem that arise in the dichotomy of relation between centralization and decentralization is the relation of superior and subordinate officers within an organization. In other words, this form of subordinate and superior relation, expressed through the formal relation between official and non official elements, between the headquarters and the field officials and finally between the Chief Executive and the functional departments or agencies construct the context of centralisation and decentralisation. Generally those departments are called centralized where most of the power of decision is vested at the top of the departments, and lower layers of the administration refer all the problems to the apex or immediate superior and wait for the final decision along with the direction of implementation from them. L.D.White defined the same in a new way. He argued that there are some constitutional arrangement where the power and authority rest with the elected bodies, where fundamental source of power is Constitution. These systems of administrations are called decentralized, although the apex bodies do not determine the structure, it only makes necessary

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114 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) functional arrangement for proper operation of authority and power. But if constitution empowers the executive authority to delegate or not to delegate the power and authority, then there will be much probability for the development of centralization. At the end of his short discussion on centralization and decentralization, he summed up the matter, in the way, "Transfer of authority from lower level to the higher, is centralization, the reverse is decentralization." Professional heads of different units have some specific way of defining the features of decentralization, vis-a-vis centralized form of administration : I. Most of the decisions in centralized form are taken at the apex. Thus, the efficient, trained and educated staff and officers are selected to cope up with the problem, on its perfect merit; at the point of selection process, the Board of Selectors judge the merit of the staff on that basis. II. The decentralized system ensures active participation of the people in the field themselves. Other than their compliance with decision, taken at a particular layer of the administration, the spontaneous cooperation with the administration is also essential. Naturally the main beneficiaries of the administrative decision, taken at any level are local people. These benefits stimulate their interest to identify with the interest of the State or any organisation. The general state administration should take the benefit and advantage of this identification of 'general people with local administrative decision. This sometimes appears not possible in centralized type of administration. III. State and its people in different parts always look for cooperation among various agencies in the field. They also are habituated to believe that central cooperation and frequent interference causes jealousies, unnecessary delays and jurisdictional disputes. Generally, maker of the Constitution, consider four factors before incorporating centralization and decentralization as a fundamental process of administration. These are:- (1) the factor of responsibility; (2) administrative factors; (3) functional factors; (4) external factors. A Country or an organisation follows centralised on decentralised mode of operation depending on some other factors as well. the size of the organisation, need for dispersal or distribution of power, degree of diversity, Mind set of top executives nature of functions to be undertaken by the organisation, efficiency and skill of the lower ladder staff, mode of communication, planing and strategic deployment procedure, other constitutional as legal formalities as constraints and so on determine the degree of centralisation or decentralisation. In a large organisation with a complex set up and perform complecated works, usually decentralisation seem to be profitable; contrarily, in a small organisation, performing straight simple roles contralisation is preferred to

115 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) same time and money. Geographically scattered organisations prefer to opt for decentralisation, the reason which inspired India or USA to adopt federal constitutions. In this technologically driven global world, market economy demands high level of standardisation in producing goods and services, for which even the federal nations are now going in the track of centralised administration in the name of renewed coordination. Further, continous innovation and use of technology has enhenced the need for unified decision making a group of skilled officials, for which countries and organisations are found to be inclined towards centralisation to a higher degree in major fields. The factor of responsibility of administration is a major deterrent to decentralization, because policy makers psychologically argue in favour of centralized administrative structure rather than decentralized structure. To them, it is better to keep the final authority in the hands of central Chief Executive, so that total control can be established equally on all the bodies below the Chief Executive. The administrative factor is related with the issue like stability and general policy of the government. Above all the success of decentralization is heavily dependant technical knowledge and skill to handle in internal and external communication of the staff at different level of administration. In absence of such system, centralization is inevitable. The actuality of administrative factor making for centralization or decentralization is thus only illustrative and by no means exhaustive. The functional factor of administration influences to build up centralized or decentralized administration in many ways. In an organisation an department with an intense requirement for technical know-how technical departments enjoy huge autonomy as most of the senior staff are still lagging behind, so for as technical knowledge in concerned. There are some tyupical extrnal factors, which determine the issue of centralization or decentralization. If popular or local support for any particular programme is required, or desird, as for xample, som local development programme or scheme, decentralization is essential to securee it. 1.5 Centralization in Positive Sense Modern administration always urges for centralization in administration. Developed and developing countries in the urge to expand globally prefer centralisation for aggession into global economy. The propagators of centralized form of administration, cite the reference of the ''President's committee on the Administrative Management'' and the same was referred to ''Report of the Hoover committee''; both of them suggested centralized administrative

116 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) structure. It is also true that to augment the centralized hegemony. Centralization and integration are also believed to be economicaly riable, because they reduce the overhead cost. State, provinces, district, county, all remain dependent in varying measures upon the central financial grant, for their caily expenses. Where the government at the apex, pays for their maintenance, then it can also claim the right to call the tune and thus centralization results. In some administration structure, only absolute centralization is usual process. In modern defence, or economic planning, centralization is normal alternative. As like national defence against any enemy state planning has also become necessary concomitant of national economic policy in all countries, require central directive and management for the sake of ensuring uniformity in effort, and to prevent local indifferences and probability of inaction. It is also believed that centralization can attack the attention of general people to the National problem and prosperity. 1.6 Negativity of Centralization In spite of some positive ends of centralization, it sometimes create bottleneck by congesting all the administrative liabilities and business, which may become the cause of delays in making and implementing decision. Apart from being far away from local and state people, the central authority cannot have adequate knowledge of actual condition and problem. It is also alleged against centralization, that , it is only to keep an absolute hegemonic control over every aspects of administration, curtail or reduce the scope of popular initiatives as well as participation in local or district level administration. This naturally hinders the full flourishment of democracy and thus to weaken it. One of the prominent demand of the Centralized administration, that it can impose economic distribution equally in the country as a whole. But one cannot claim with certainty, the same equal distribution of economic revenue is never done in decentralized administration. Because objectively good government and self government are not incompatible, and even if they were, the former must make road for the latter in the interest of democratic way of administration. 1.7 Scalar Process and Delegation The administration mainly runs with a hierarchy, where higher authority controls the lower authority. Hierarchy also denotes a graded form of administrative rule where it is normally taken as inevitable norms, that lower unit will act in subordination to

117 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) its immediate higher authority. Prof Mooney called it an universal principles of organization. Even the apparent exception to it, such as regulatory commission, local bodies and other independent establishment have it running through their internal structure, though externally they do not form the links of a scalar structure. Thus the scalar principles used as an integrating mechanism,

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binds the various levels and units of the organization with a continuous chain of authority. The essence of

the administrative process is that, here all authority at all levels of hierarchy stems from the law. Even the head of the administration also gets its power from source of "administrative law". On the basis of same logic, the lower unit of the hierarchy, although remain under the control of its higher unit, yet the authority and official status of the subordinates also emerged from the same administrative law. Administrative law provides sufficient authority to the employees to enable them to do their assigned duties and job. It is, therefore, the responsibility of the head of the organization, to make the defined authority of subordinate available to them, but without parting it from the total authority. Here the basic process followed in administration, is delegation. Thus delegation is an administrative mechanism by which the authority of doing a job or a part of the job is conferred to the subordinate by the higher authority. So

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delegation is devolution of authority by a person to his subordinate, subject to his

right of supervision and control. Here we should remember that the delegated authority by de jure belongs to the higher authority, but its de facto exercise is only allowed to subordinates. It can also be compared with "division of administrative power" which enables the superior authority to transfer power and duties to his assistants without losing the ultimate power of revision, supervision and control of him. By administrative law, delegation of power involves two fundamental responsibilities, (1) job is delegated to the subordinate, is to be done by him; (2) the superior remains responsible to get the work done by the subordinate. Thus this relation indicates to a continuous administrative relationship between superior and subordinate. Further delegation of power assumes, firstly, that the superior or chief has the right to all authority, but he for the benefit of administrative smoothness, delegate a part of it under his supervision; secondly, to perform or to realize same job, of planned nature or routine nature, it assume scertain power and authority, and also determines some person who exercises that power and authority. Now, it is the option of that person, to whom the power and authority given, whether he would delegate it to his subordinates or not. However, in this connection we should remember that there is a sharp difference between, delegation and legal transfer of power. Delegation by nature is subject to supervision, but the legal transfer of authority and power completely vests in the possessor as his own administrative right and duty.
118 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) 1.8 Reasons of Delegation Mainly for two reasons are there behind delegation of power and authority : a. If head of administration remains legally obligated and bound to perform all the duties and responsibility then certainly he would be overwhelmed with the pressure of detail power and authority. Further requirement of technical know- how necessitates delegation. b. Thus delegation is essential to enhance the potentiality, at the same time to get the job done from the subordinate. Delegation of power and authority is essential, for responsibility for doing a thing implies the authority or power to do it. Complexity of the nature of job often demand delegation. 1.9 Problem of Delegation Some time excessive delegation creates the problem of increasing some unnecessary burden, layers and formalities in administration, which cause unwanted delay in doing a job as a whole. It is said delegation creates the formalities of office like note writing in the file, submission of that note to the higher authority, through file "movement", for his perusal and opinion or approval or suggestion, ultimately getting, affirmation from the superior, and in case of any difference of opinion, necessitate long or short discussion between superior and subordinate. All these processes or formalities are done to reach at a point of agreement before final application of decision. Sometimes it is seen that, the failure to trust subordinates and delegate results in the work having to be done twice, once by the subordinates and then by the superior, causing unwanted delays and taking the organisation away from its mission or goals. 1.10 Forms and Measures of Delegation 1. Delegation may be made full or partial. It indicates the extent of delegation. Full delegation means complete conferment of power (not authority) on the subordinate. As for example, in parliamentary democracy, the Parliament, during any ongoing process of diplomatic dialogue, delegate the Foreign Minister with the full power to continue it and to fetch positive result in favour of National interest. In turn, the administrative officers of Ministry are given partial power and authority to fix up the venue and agenda on the proposed discussion and dialogue. 2. Delegation may be conditional or unconditional. Conditional delegation gives more power and authority to the superior to confirm and revise the action

119 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) and responsibility of subordinate at any point of time decided by the superior, while unconditional delegation is apparently free from such change. In case of unconditional supervision only, the power to revoke or annul the delegated authority is left to the superior authority, but during the period of its currency, the subordinate cannot otherwise be interfered. 3. Delegation may be formal or informal; May be embodied in some written rule, by law, or order or Office file note'. Generally the delegation of work found in departments or in other organization. Often marked as informal, which are mainly' based on custom and mutual understanding within the department. So each members, within the department understand the common norms of delegated power and responsibility, although it is not recorded anywhere. It is almost like unwritten constitution, where no scheme of delegation is either recorded or approved by the administrative law. 4. By nature of its content, delegation may be downward, upward or outward. In case of downward delegation, the power and authority goes from superior authority to subordinate units. This type of delegation is made frequently in different governmental departments. Upward delegation occurs where the delegator delegates authority over himself to his political representatives in the Parliament. Outward delegation means, the delegation has made to some outside organization or agency for a particular nature of technical or specialized work. As for example, Kolkata Metro Rail Authority delegates the power of applying technical know - how to build up tunnel through Ganges, for the purpose of erecting the rail connecting East -West Metro Rail. They were only empowered to make the tunnel and erect the rail and then to hand over the construction (not the technology) to the Metro Rail Authority. 5. Delegation may be direct or immediate, or indirect, or mediate. In direct or immediate delegation, no third party or intermediate link between the two parties to the delegation exists, while the cases of indirect or mediate delegation, is made through some third person or intermediate. As for example, in the case of indirect election process for Indian President, the second process is applied. Basic Features of Delegation : By our previous discussion we found that, delegation of power and authority is more than simple assigning duties to others following the administrative norms, tradition and practice. The essence of delegation is to confer discretions upon others and virtually allow him to apply his judgement in the course of his work or in view of any problem faced during performance of duties and responsibilities, of course, within the frame–work of his stipulated and delegated areas.

120 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) 1.11 Features Prof Mohit Bhattacharya has excellently earmarked four basic and fundamental features of delegation which actually frame the bases of delegation of power and responsibility. I. It is a process or administrative system by which the superior authority assigned certain duties and responsibilities, following the official method, to the subordinate. In spite of this, delegations by the delegator, the delegator remain responsible for supervising the work of delegation. II. The subordinate staff or delegate does his duties and responsibility with the power and authority delegated to him by the delegator and for administrative reason delegate does not have any power to cross the limit of responsibility assigned to him by the delegator. III. The delegation is generally done to fulfil the needs of administrative body. Thus to facilitated the quick fulfilment, the administration uses the method o division of work both horizontally and in particular vertically. Especially vertical distribution is made with the help of the process of delegation from superior to subordinate, and in this process delegate remains duty bound to complete the work. IV. Once the delegation is made, that should be maintained ritually. The delegated power and authority cannot be further delegated

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by the delegate to his subordinate. It must be stated here that

delegation of power and authority is subject to the supervision and control by the delegator. As it has been mentioned, the delegator may enhance or reduce the responsibility and related power of the delegate, even it can be withdrawn. While the superior authority delegates his power, authority and responsibility, he being

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the delegator can neither transfer his final authority nor abdicates his ultimate responsibility.

In this regard administrative theorist

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Terry observes, "it is something like imparting knowledge you share with others, who then possesses the knowledge you still retain the knowledge."

In fact many administrators opine that, the concept delegation is a myth of organizational structure and administrative theories. The concept delegation does not make any particular administrative personnel especially authoritative and powerful, because the superior does not share his authority or power to his subordinate. Actually the delegator delegates the authority and power of a job to the delegate, and the delegate remains responsible for that job which has been delegated to him. His authority and power remain with him so long he keeps himself involved in doing that job. So the actual power and authority belongs neither to delegator nor to the delegate,
121 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) but to

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the job. Hence one who does the job, must have the authority whether his superior likes it or not.

Thus responsibility of doing job and the job related authority and power can only be delegated, but the 'job' as a whole or as a structural form of administrative output can never be delegated partially. so

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the term "delegation of authority" is thus an obsolete expression.

The main proposition is that, the authority must be functional and functional authority carries with it responsibility. Delegation and decentralization are not synonymous word. Even it is not synonymous with devolution and deconcentration of power and authority. These words are functionally different from each other. As for detail example, meaning of the word deconcentration is based on administrative work, like the building of District Collectorate is an administrative process of deconcentration. Devolution of power and authority is absolutely a political and legal measure, generally seen when any particular authority is transferred to State from the Centre. Decentralization is also a political, legal and administrative action. For example, Panchayat Raj signifies such decentralization of power and authority from the State to the Local Self Government. 1.12 Advantages of Delegation There are some fundamental advantages of delegation of power. In the course of our discussion, we have made several references of advantages of delegation as a process of administration. To make it more clear, the advantages have been serially arranged below : A. It reduces the burden of the superior. The superior, to get out from the overwhelmed burden of routine 'file work', 'preparation of draft for official correspondences', 'maintenance of office records', etc., are delegated to the subordinate staff. It helps the superior to concentrate more on policy making activities. Thus the system of delegation of power cuts down the burden through the method of dividing work from above to below. B. Delegation of power helps to avoid delay in administrative process. Excessive burden on a single authority may become the cause of delay. So dividing it or delegating it, and making a chain of controled relation between the delegator and the delegate, the administrative authority tries to quicken its function of implementing decision of the legislature. C. Sometime delegation of implementation works are required to have proper adjustment of policy and programme, considering the local condition and situation. In fact, in many cases, policy making authority uses the delegation as a policy to involve the local people in any developmental programme, especially where the local people remain as a main stake holder to the state or central legislature.
122 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) D. This process of dividing responsibility and authority is also used

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to train the subordinates in the art of sharing responsibility and making

decision or sharing the process of decision making. E. Sometime the administration suffers from duel leadership, or from attempt of growing up parallel second line leadership within the department. This generally happens from unwanted craziness for power and authority. To avoid such problem, department in some cases uses the process of delegation. F. By using delegation of power, administrations in many cases try to overcome the complexity and concentration of power and authority in a single handed administrative authority. Moreover in some cases it is also found that to bring the specialist into the process of administrative work for the better result in its policy implementation delegation becomes necessary. G. Delegation of power and authority increases

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the sense of responsibility and interest in the employees. H. The congestion of work at the top

of the administration creates positional and authority oriented conflict among the top level administrative officer. To avoid this problem, the delegation method is used. 1.13 Limitations of Delegation In spite of advantages and essentialities of delegation as an administration process, there are also some limitation, which is mainly related to the query as to the extent of desirable delegation of power and authority by the superior delegator to his subordinate delegate. It is commonly stated that superfluous power and authority or any special technique and skill based work power can be delayed for better performance of the work. It is commonly believed that

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no superior can render himself superfluous by delegating entire authority vested in him.

So even in case of delegation of power and authority,

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he has to retain some important powers to exercise effective control over the functioning of the

organization or department. Thus in reality the superior does not determine the extent of delegation. It is actually determined by the nature and load of work. Even before delegation of authority and power, the delegator is required to judge and measure the capabilities of the delegate, because unplanned delegation may create problem to the organization as well as to the departments. There are, as has been sated earlier, some powers and authority which cannot be delegated. ? In case of smooth and effective delegation of power and authority, supervisor needs to play a definite and positive role in respect to the subordinate or

123 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) delegate. First hand supervision makes the delegate to become more careful in his duties and responsibility. ? The power and responsibility, as we stated earlier, of approving financial fund or to include the expenditure in the budgetary heads, can never be delegated to other. Even in case of delegation, the delegator keeps watch on the expenditure and fund utilization of delegate as a matter of general routine supervision. ? Even in framing of policy and general plan of action, the supervisor does never delegate his power and authority or allow the delegate to interfere in the policy making process. The superior policy making body not only decides new plan and policy of work, but also decides the level of departure, if any, from the old one to incorporate new policy. This power and authority emerge from his position in the administrative hierarchy. ? In view of both making new policy and plan the superior authority enjoy the authority of making rules and laws in unification with the change that has been made. This power and authority again can never be delegated to the subordinate. ? Regarding appointment to a new post or against the existing vacancies, the detail norms and mode of appointment are decided by the superior authority. Even in case of departmental promotion or transfer of staff from one place / position to another place / position, is also decided by the superior authority. The superior authority also maintain the record of Official "C.R." of all the subordinate staffs, and this certainly have great bearing on the service, promotion, increment, etc., of the subordinate staffs in general. ? The superior authority enjoys the privileges of necessary departmental arbitration. So the superior authority is the authorized person to hear appeals, as a part of arbitration against any immediate subordinate staffs. 1.14 Hindrances There are two types of hindrances in the process of delegation of power and authority: Organizational hindrances and Personal hindrances. 1.14.1 Organizational Hindrances : ? There are some departmentor organizations where the norms, methods and procedures, of delegation are neither stated nor specified. But to make the process successful, the methods, norms, and division of work and responsibility have to be determined before implementation of the process of delegation in any organization. Otherwise routine delegation of unstable and non repetitive work will fail the main purpose of delegation. This process further magnifies
124 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) to a large extent, when the organization or the department lags from establishing easy means of internal communication. In such cases the superior authority does not get any easy and workable channel of supervision over the delegates. ? Some department by its nature and objective of work requires strong centralized function and control over its plans and action. Delicate planning in the departments requires centralized administration. Even in many cases, delegation of power appears impossible due to the location of the department within a small geographic area. Apart from that, it may also be found that due to minimum area coverage of departmental work, delegation of responsibility appears unworkable. ? If any department fails to establish coordination among its staff, or if there is any lack of well defined position in terms of responsibility and authority, then the delegation may not produce desirable result. ? The incompetency and low calibre of lower personnel are one of the major hindrances for implementing delegation. Relativly new start-ups or organisation prefer not of to go for delegation, due to unpredicability in the nature of job. 1.14.2 Personal Hindrances Apart from organizational hindrances, there are also some personal hindrances. As for example, extreme egotism of the supervising authority, sometimes refuses to adopt the process of delegation. Egotism provokes one to keep all power and authority in his own fold and to play bossism on all subordinate staff. They are even afraid that others are incapable of taking proper decision or are unable to carry out their work in a desired way. Even egoistic authority fears that by delegation of power and necessary authority, a disloyal and subversive power centres will develop among strong subordinates. There are some office superiors, who are by nature speedy and systematic in office work. Such superiors, with strong vigorous and highly motivated personality always become impatient with the slower pace and unnecessary indecisiveness of subordinates. There are some administrators are by their cultural heritage, authoritarianism and special preferences for patriarchal type of ledership. Their cultural belief and attitude establish authoritarian leadership, which may a big hindrance to apply delegation process successfully. So without changing their belief and attitudinal pattern and culture, they will never accept delegation process as a method of functioning of the department. The act of delegation requires a cultural belief pattern which apparently is not commonly found among all administrations.

125 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) 1.15 Principles of Delegation At the end of our discussion, we will specify some basic principles of delegation, which are also the preconditions for its ultimate success. These are : I. Delegation should be specified with written and recorded documents. Norms are to be determined by tradition and precedents of the organization and department. II. Delegation of power and authority is made not to any individual but to a position created and established the organization and department and in the course of delegation, the competence and eligibility of the incumbent are to be judged carefully, otherwise the purpose of delegation will remain unresolved. It is further to be noted, the delegator should delegate power and authority among his subordinate staff, the distribution of responsibility should be coterminous and coequal, otherwise power will make number of layers among the staff delegated a at the lower level of administration. Thus to make the delegation coterminous and coequal, there should be a definite plan of distributing the power and authority among the subordinates. Actually, one of the basic aims, of delegation is to make a definite and well defined chain of command to enable the process of continuous supervision at all point of delegated power. III. To enable supervision on the delegated power and authority, the policies of delegation along with regulation and procedure should be well defined, and communication system among superior and subordinate level

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should be kept free and open and systematic reporting system should

also be adopted. Only easy communication and systematic reporting can make the process of Unity of Command possible and effective. IV. Further, there are two other preconditions to make the delegation process effective and result oriented. One the delegation should be followed by a performance appraisal system; and Second, delegation should be backed by adequate resources. 1.16 Conclusion Delegation is the process by which works on assignments are divided in a way to enable the designated staff to perform only that part of work which has been assigned to him because of his unique organised placement and expertise for which he will be able to fulfill organisation's targt effectively. Delegation is an administrative mechanism to get things done by the subordinat by giving them bounded responsibility. Some 126 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) principles of delegation, if followed religiously, make the purpose of delegation truthful; they are as follows : ? Both the delegator and the delegated staff must know that it is a 'Forward Step'. ? Both must be aware of the expected outcome ? Delegator must be aware of the skills and abilities of the subordinates to make delegation effective. ? A clear idea about performance standards would make delegation effective. ? Process of delegation must be equitable to make unity of direction and unity of command to run successfully. ? Delegated staff must be given sufficient authority. ? Rules of conduct must be clea and codifid. ? Both ways assistance and accountability must be ensured. In the era of globalisation and technological revolution, the systematic and consistent reservation of authority at the apex to make major policy decision, especially regading economy and intervational relations has become obvious. But at the same time developing countries like India are trying to push down the decisions of local development to the peripherial authorities to releare the excessive barden of work from the centre. There is a unique complication which has occurred in these countries, as central authorities need to cater to the macro and micro requirments of the society and to balance between the aggression of market economy and the need to provide utility services to the socially I economically down trodden people an marginalised community. Therefore, in some areas like health, education, basic subsistence etc. instead of decentralisation, i.e., creating antonomous and self-sufficient units or divisions, delegation, i.e., some rights and duties are transferred for cost effective performance. Further, technical innovation and digitisation have rached to height that data integration has become inevitable. Often control and chain of actions become absolutely unavoidable to deliver public services. In such cases delegation is preferred to decentralisation so as to merge the needs of globalisation with localisation. These three mechanism are not to be viewed in absolute or infallible terms. they are to be examined in terms of requirements of dispersal of responsibility, authority and accountability as and when required in any organisation. In fact, accountability cannot be delegated, neither decentralisation can relieve the top authority from accountability. Responsibility and authority may be transferred downward, but accountability always move upward. In modern complex administration delegation seenes to be the extension of centralisation and decentralisation. Fayol conceived it as a measure of degree, as to him everything that increases the inportance of the roles

127 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) of the subordinates is decentralisation and that goes to reduce it is centralisation. Effective coordination is required in each case. 1.17 Summary ? In this unit an attempt has been made to explain the concepts of centralization and decentralization and the differences between them. ? This section also examines the principles of delegation and its inherent logic. ? In this section it has been examined as to whether decentralisation or delegation of authority can ensure effctive managemnt, development of the employees and consequently that of the organisation, whether there principles can heighten the motivation of employees and can lead the way for better coordination. 1.18 Glossary ? Centralization : Means concentration of power and authority at the top level of the administrative system. ? Decentralization : Means dispersal of power and authority among the lower level of the administrative system. ? Delegation : The act of empowering to act for another. 1.19 Model Questions ? What is Centralization? How the concept has been elaborated by different analysis? ? Write a detail note on Centralization and Dcentralization. Make a comparative evaluation of centralisation and decentralisation. ? Discuss the advantages and limitations of delegation. ? How is the scalar process related with delagation? ? What are the forms of delegation? How can they be measured? ? Discuss the basic features of delegation. ? Write a note on the reasons of delegation. ? What are the hindrances of delegation? ? Write a note on the basic principles of delegation.
128 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) 1.20 References ? James Fesler: "Approaches To the Understanding of Decentralization"; Journal of Politics No 27; August 1965 ? Kochen and Deutsch: "Towards a Rational Theory of Decentralization: Some Implications of a Mathematical Approach"; American Political Science Review, 1969. ? Paul R Lawrence and Jay W Lorsch, "Differences and Integration in Complex Organization" Administrative Science Quarterly, Vol 12 June 1967 ? Peter Self : Administrative Theories and Politics; S.Chand& Co. Ltd 1980. ? S.R.Maheshwari : Theories and Concepts in Public Administration; Allies Publishers' Ltd.1991 ? J.Fesler : Area and Administration; Alabama, 1949 ? R.G.S. Brown : The Administrative Process in Britain; London, 1970 ? Paul Meyer : Administrative Organization, Copenhagen, 1957. ? James Fesler : "Centralization and Decentralization"; in International Encyclopaedia of the Social Sciences, (1968) ? Herbert A Simon : Administrative Behaviour, 2nd. Edition (New York, 1957) ? Charles Lindblom, The Intelligence of Democracy (New York, 1965) ? David Braybrooke and Charles Lindblom : A Strategy of Decision: Policy Evaluation as a Social Process; (New York, 1963) ? YehezkelDror : Public Policy Making Re-Examined, (San Francisco, 1968) ? Mohit

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Unit-2 : Supervision Structure 2.1 Objectives 2.2 Introduction 2.3 Conceptual Framework 2.4 Three types of Supervision 2.5 Functions of Supervisor 2.6 Functional Aspect of Supervision 2.6.1 Ingredients of Supervisor 2.6.2 Duties 2.7 Types and Procedures of Supervision 2.8 Techniques of Supervision 2.9 Conclusion 2.10 Summary 2.11 Glossary 2.12 Model Questions 2.13 References 2.1 Objectives ? To introduce the concept 'supervision' and its various aspects ? To identify the ingredients and the duties of supervisor 2.2 Introduction The word "Supervision" is a component of two words or terms, related with administration. These are "Super" and "Vision", which originally mean, overseeing the matter by the superior authority. Thus supervision denotes an administrative relation between subordinate and superior. Supervision is a specific role of superior management which is meant to provide direction and guidance to the subordinates to ensure quality of goods and services to be produced and thus to control and coordinate the work for effective functioning.

130 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) Supervision involves the process of monitoring the quality of job and to direct the organisation to work on the feedback for better performance. Effective supervision depends on the level of efficacy of communication, confidence, motivation, Sharing of responsibility and so on. A good superviser must be good listener, must be able to motivate others, must create an environment of mutual responsibility and must have confidence in taking timely dicisions. Consistency, active participation, positive thinking, respectfulness for others and diligence one the basic attribute of a good superviser. This act of directing or guiding a person or a group of persons or subordinates works well in clinical management, line management and in academics. Supervision, not only establishes relation between superior and subordinate through direct or indirect control from above to below, but also it has a distinct directive role over the subordinates. Thus it is an inherent part in hierarchical structure of the organization, which directly brings almost all the staff under it. However, at all levels it is subject to the supervision of his / her immediate superior. From one particular point of administrative structure, supervision runs up the hierarchy to its highest levels– as for example bureau chief, supervise the supervision section as its head, which controls the rank and file of the department. So,

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all persons in authority who control the work of others are supervisors, irrespective of their position in the official hierarchy of the

organization. 2.3 Conceptual Framework Luther Gulick explained the concept of supevision in terms of POSDCORB– Planing, which nees forsight organisation, with an ability to assign task. Staffing, with an eye toselect right person pur the right job Directing, with controlling ability coordinating, with an ability coordinating, with an ability to elicit cooperation Reparting, with commnication and Network skills, Budgeting, with an ability to sketch cost benefit analysis. A good supervisor is responsible for accomplishing the ansigned job. Luther Gulick identifies the problem of supervision, in different ways. He identified four essential competing principles of organization. These are:- (1) the purpose, the organization at the outset serves its essential purpose in executing the decision; (2) the process, the organization employed its designed and planned process to execute its major plan of action in view of its responsibility, to execute the decision of the authority, through its own chain and plan of decision making frame work; (3) the persons or members of the administrative units, who are actually dealing with the matter; and (4) the area on which the effect of the decision acted. All these four areas of principles are fully managed and monitored through supervision of the supervisor

131 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) on their subordinates. Thus any principles of functional allocation and decisions for implementation, require, political management and administrative supervision. The leader of the organization or the person, who leads the organization, does not keep himself within the boundaries of the department. The Chief Supervisor, who leads the process and planning of the organization, is not only designated as President or Chief Manager of the organization, rather he acts as a mentor, advisor and path maker of the department. It is also seen that they leader does not keep himself confined within the periphery of advising the members of the organization, rather he leads the process from the front of his staff and line units. He keeps not only the strong vigilance to the activities of the department or organization but also he acts as principal path finder in performing the assigned duties of the organization. He equally determines the internal aim and purpose of the organization. Because only perfect determination with established aim and purpose, can help the organization to get its work and responsibility done. This is one of the main reasons, why a leader or Chief architect of an organization is designated as Chief Executive. The major function of the Chief Executive or Supervisor in an organization primarily starts with the allocation of work among the departmental staff, considering the skill and ability of the concerned staff. It is actually the function of leader who supervises the work, to assess and understand the capabilities of each individual staff. The entire system of administration can be viewed as a continuum divided up in two interlocking ways, managerial coordination and control. All the functions must be allocated among organizations and its staff, and then the rationale of every organization has to be supervised perfectly to maintain balance between projected responsibility and its actual performance. 2.4 Three types of Supervision 1. Horizontal supervision of department and agencies at each level of staff, follows the response to functional specialization. In fact different departments are formed with a mixture of functional and managerial reasons, to obtain considerable internal functional specialization. 2. Vertical arrangement of specialized functions from lower to higher level of the organization or departments are made to shift many functions from smaller to the larger units of organization or departments. 3. Sometimes instead of centralized supervision on the subordinates, leaders of the organization create a semi detached ambit to carry out particular tasks. This type of reorganization within the department is generally made for a mixture of political and managerial reasons. Generally when such types of
132 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) ambits are made under the supervision of a particular skilled supervisor, the usual reason which plays the prominent role, are the inadequacy of local resources to support some major development or for some innovative infra - structural work, as for example, in case of digging tunnel through the river Ganges, for the purpose of building up East - West Metro Rail, the total supervisions were left to the foreign expert. Even same type of detached or semi - detached supervision are seen in remote regional hospitals too, where civic facilities are not available easily, or any such other local bodies. Thus in simple way, the supervision can be defined as a different types of direction and leadership, accompanied by authority, to monitor the work of others. It means guiding and directing efforts of subordinate employees and other available resources, to accomplish stated designed and planned output. In the larger sense, supervision is a process by which workers are officially guided by the called supervisor by designation. The primary task of the supervisors is to learn and train the subordinates according to their needs. The prime intention of the supervisor is to help and assist the skilled subordinates

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to make the best use of their knowledge and skill, to improve their own skilled ability, so that they do their jobs more effectively and with increasing satisfaction to themselves and the

agencies. 2.5 Functions of Supervisor The functions of a supervisor can be discussed in terms of following aspects. I. The primary and most essential aspect is the technical efficiency and know- how, to lead and substantiate own role among the suborinates. The efficient leadership of the supervisors help the workers to do their work perfectly. When the workers remain confident, that their supervisor knows the technique and know - how of the work, their speed and perfection of work reach to the highest level of their ability. II. A supervision must have clear knowledge about the vision, mission, objectives and goal of the organisation on department which will help him to exert his leadership with utmost efficiency. Organisation's plan, policy, proceduce etc. must be in the grip of the supervison, so that the subordinate staff may find themselves comfortable to work under his guidance. III. To get efficient and spontaneous work from the worker to achieve designed goal of plan, the supervisor is required to maintain personal and human relation with his subordinate. Only the personal and human relation can help the supervisor to get desired result in view of the desired goal of the organization

133 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) or department. This personal and human relation of the supervisor with his subordinates, enable the supervisor or leader to handle the workers cum subordinates, and to bring out their best ability of work to fulfill the mission of the organization or department. It is the relationships, which actually motivate the working group to perform its tasks within the framework of policies and procedures. IV. One of the primary functions of the supervisor is to establish coordination among the component parts of the organization or department. This is mainly because, no work can be done by single handedly, and only well knit coordination can bring out successful implementation of planning. V. One of the main duty or responsibility of the supervisor or leader of an organization or department is to ensure that each unit of an agency or department accomplishes the task, that each has been assigned. When all parts or team will do their work, then only the total work will be successful. 2.6 Functional Aspects of Supervision Prof. G.D.Halsey very distinctly defined and identified the ingredients of supervisor along with their duties to perform those ingredients into job or objective reality. 2.6.1 Ingredients of Supervisor are : A. Leader or supervisor should primarily select the right person for the right job considering the skill and efficiency according the nature and requirements of the job. B. After selection of men, objectively examining their skill and intensity for work, they must be given special technical and mental training to boost up their interest for the work as well as to make them fit and acquainted with the process and technique of work. C. Only training is not sufficient for raising the motivation of the workers. requires examining and rating the performance level, to use the best capacity of the workers, for the benefit of attaining the goal of the organization or department. This helps the supervisor to utilize the best skill more effectively. D. The supervisor's vigilance on his subordinate working forces is essential for perfect continuation and ultimately completion of work. Thus he should always be ready to administer the work and to extend necessary technical correction and / or other kinds of help, where necessary and if necessary transferring the concerned employee to a more suitable position in a more comfortable place

134 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) of work, because prime intention of the Chief Supervisor or leader of a job, is to get best result from his co - employees. But if it is found that the lapses are caused due to the inefficiencies of the worker himself, naturally chief supervisor cum leader or main executor of the job should have the authority to take disciplining action. E. The supervisor cum leader is always expected to approciate the quality performers, which act as incentive. Such acceptance and appreciation by the higher authority made the subordinates tolerant to the commands of the higher authority. F. One of the basic functional aspects of the supervisor is to select the appropriate person for appropriate work. In fact this most essential for the completion of planned work. Not only the quality and skill of the selected employee is important, but the required quantity of man power and other resources are also important for the benefit of the work. 2.6.2 Duties : Administrative theorist Nissen identified at least eleven duties of a supervisor cum Leader of the organization, in view of the ingredients of the post or position of supervisor. 1. Initially it is the primary expectation on the part of the post of the Supervisor, that he should have a clear understanding of the duties and responsibility of his own position. Without this knowledge and awareness, he will note be able to apply himself to his subordinate. 2. Before taking the responsibility of leading a team or staff, to fulfill the porpose of work and mission of the project, the supervisor should make a definite planning for execution of entrusted work. 3. A good and intelligent supervisor must be able to read the intention, motivation and effciency of the workers, so that right person can be selected for the right job, considering their personal capabilities and skill. After distribution of work and allied responsibility, the supervisor instructs and direction them, how the work could be done. 4. At the time of assigning the work and responsibility schedule, the supervisor is also expected to exercise his own innovative skill, to improvise the working procedure and methods. This makes the work enjoyable to the workers. 5. In fact for innovative improvisation, the supervisor is also required to improve his own knowledge, before preaching it to the workers or subordinates.

135 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) 6. At any point of time during the continuous processing of the work, the supervisor should take care as well as necessary initiative for updating the skill and technical knowledge of his subordinates to enable them to cope up with the fast changing technique. So the supervisor should arrange necessary skill training programme even during the ongoing process of the work. 7. The result of the training should be viewed and judged very carefully, to evaluate the skill and technical performance of the workers. This will indirectly force each one to take care of his performance. 8. Observation and continuous assessment of training and its projection on the performance will help supervisor to make necessary correction of mistake and solving problems of the employees 'and developing discipline among them. 9. It is one of the prime duties of the supervisor to the subordinates in his team to remain informed about policies and procedures of the organization. 10. Supervisor, actually acts like a bridge between top policy maker and with those who are directly involved with process of implementing it. Supervisor brings the plan of work along with the technique of objectification to the employees for their cooperation and active involvement with the plan of work. Even, the supervisor should always be ready to open his mind and attention for any advice and special assistance from the workers. 11. Apart from giving due importance to the suggestion and advice of the employees, who are actually doing the work with hand, the supervisor is also expected to remain open to accept their complaints and should try to resolve those as soon as possible. 2.7 Types and Procedure of Supervision There are three types of supervision, which follow different procedure also. ? Single and Plural : There are some organizations which are supervised by only one supervisor. This type of supervision is known as single supervision. On the other hand, when a member of an organization is supervised by various supervisors at various levels of activities, it is then called plural or multiple supervision. The first one is controlled through the system of "Unity of Command", and the second one is based on the principles of "Functional Foremanship". ? Line and Function : The line supervision means the control exercised by the people in the line command. Line supervisons supervise the employees' inmediate work on the line, check their schedule and monitar performance to

136 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) assure quality. Line superisors are expected to have good communication skills, ability to motivate, strong I & and EQ, technical know-how, strategic planning ability, coordination ability, critical thinking ability, conflict meanagement skill, good sense of time manangement, sense of priority, sense of diversified knowledge, problem solving ability, presence of mind, mentoring skill, bearing and listening skill etc. Planning, ensuring standardisation, screening performance are among the major responsibilities of line supervisor. One of the examples of this type of supervision may be seen in different academic departments of educational institution, where internal departmental works and plan of teaching is maintained by the departmental heads. It is direct and commanding in nature and involves authoritative direction. The functional supervision, on the other hand, means the control exercised by the subject- matter specialists, like Foreman, Engineer, Auditor, so on. ? Substantive and Technical : Supervision may also be classified into substantive or technical.

64%	MATCHING BLOCK 66/90	SA	159E1140-Principles of Public Administration.pdf (D165202753)

The former deals with the actual work done by an agency, while the latter is concerned with the methods by which the work is done. 2.8

Techniques of Supervision There are also some techniques of supervision, which are seen to be followed by the supervisor of different organizations. These techniques are mainly related with the process of approval, preparation of budget, reporting to the higher authority, etc. The details of those techniques are discussed below. A. Prior approval of individual project : To start a project, the proposal of subordinate authority is submitted to the top level management or decision making units. Unless it is not approved by the top-level authority, the project would not be started. So the top management is required to approve the details of the proposed project, before actual initiation of the work. Without any primary approval from the higher authority, the subordinate proposer cannot proceed with his proposal. The subordinate proposer prepares the project after thorough field survey and the proposal should include details of the need and viability of the proposal. This is submitted to the superior authority. Any further step on the proposal or any initiative to include the new proposal as a part of the policy is taken after the final approval of the project proposal. In India, the development projects are not only requiring previous permission of departmental heads, but also that of finance department for approval of necessary fund for the project. This system of prior approval, policy has been
137 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) adopted to enable the Superior authority, to know details about the information regarding the intentions of the operating units and to inciude the approved project as part of the future projection of plan and development. Apart from that, it also helps the superior authority to exercise detail control over the operation of the project. B. Promulgation of service standard : Before initiation of any project, the superior authority, at the time of giving its final approval and budgetary support from finance department, the superior I technical authority, also promulgate its suggestive direction on the way of functioning and some fundamental technical suggestion. The superior authority may also prescribe certain standard as well as target of progress and finally the time or year of accomplishment of the work. It is believed specially in democratic set up, that such

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service standards are necessary in order to ensure that work is done promptly and properly

by the operating agencies. C. Budgetary imitations upon the operation : The budgetary allocations, or at the primary stage of the project, the budgetary provision is most important to sustain the project either for initiation (in case if allotment is made) or for future projection (in case, the provision for further funding is made by the budget). But in both cases, the finance departments tentatively fix up specialized time period for the operating unit. Any sort of extension of the specialized period, the operating unit is required to take prior approval not only from its superior policy making authority, but also from the finance department, where the allotment is made for one calendar year only. Due to this financial control through fund allotment process, the operating authority does not enjoy the right to spend money by his discretionary authority. Further, there is a clear administrative link between the superior policy making authority and finance department, the budgetary provision is made on the basis of high level consultation between political administration and permanent administration. Actually the link between policy making and financial allotment process has been made as a method of sharing responsibility to encourage the developmental activities through local based project, keeping central control over the magnitude of operation unit. D. Approval of subordinate personnel : The control is not only imposed on the approval of project proposal an allotment of fund by the finance department, the superior authority can also apply its control over the subordinate authority by giving instruction on the method of appointing or selecting subordinate staff, specially related with project. Especially for some key posts the higher authority not only interfere the selection process, other terms and conditions,
138 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) like qualification, length of experience in similar types of job, age, specialized technical knowledge etc., are also determined by the superior authority. The higher authority places its position in such a way, that it can supervise the recruitment process at the operating level and to enforce its own standard of competence among the operating agencies. E. Reporting on progress of work : The operating system, by the terms and conditions laid down during the sanctioning of the project, is required to submit periodic or special report about their activities. The report is submitted to the superior authority, which on the basis of that supervise and scrutinize the activities of the line agencies. The superior authority evaluate the performance of the operating line agencies on the absis of the information provided through this report and exercise their operation. There are also other ways or methods of inspection. Actually supervision through inspection of work of subordinate by the superior is an age old administrative practice. Traditionally, it is considered as an integral part of the administrative control. Mainly inspection of the projected work is done to acquire information on the progress of work, and to guide the line unit staff to follow the plan and estimate, because the audit work on project expenditure continues even during the work. The supervision through field inspection is also done to know, how much the existing rules and regulations and procedure are observed. In many occasions inspection is done for long period, where the main intention of the supervisor is to build personal relationship of mutual acquaintances and confidence. It is believed that this type of personal relation improves the efficiency of the operating units. Thus, traditionally it is seen that the supervision through inspection facilitates the management, to have direct and first-hand knowledge of the work and progress of project, and the role of subordinates involved with the work. However, it is usually used for the purpose of fact-finding, rather fault finding. It should clearly be remembered that investigation and inspection are not the same. Both have not only different motive, but the methods are also different. Prof. Millet says, ‘‘The purpose of investigation is to inquire into some alleged or suspected incidents of an abuse of management. It is concerned with the personal wrong-doing, often of criminal nature.’’ Millet further adds, ‘‘Inspection is only a part of the process of supervision.’’ Thus, by nature former is negative character having post factor review in nature, whill the latter is positive one, mainly concerned with a particular stage of action taken during the on-going process. Prof. Rensis Linkert made an empirical study on the style and level of supervision. In his observation, he found that general type of supervision by the supervisor himself on his own fetch better productive level than any audit level or policy maker’s

139 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) supervision. But if the supervisor supervises his working force, the output of the work lowered down. He also found that the employee-oriented supervisor, who has a genuine concern for the employees and with whom the employees can connect their interest more easily; The primary concern of the supervisor is to make external pressure on the employees to increase out-put with a predetermined prescribed standard. Human resource management is a major skill of a supervisor. 2.9 Conclusion From the above discussion it becomes clear that supervision involves dirction, guidance and control of the working subordinates to execute the plan of work within stipulated time. Supervisor assures quality of production in an organisation. Clinical, Line managemnt, academic management etc. give stress on the role of the supervisors. Supervisors are expected to act as mentors and motivators, must be able to create an environment of shared responsibility, must be able to maintain rgularity give leadership, solve problems and be proficient with the skill of human resource management. Supervisor's technical knowldge, administrative experience, confidence, ethical value etc. determine the level of success of an organisation. A good supervisor must acquire the skill of critical thinking, creativity, must be able to exhibit empathy, support, concrn etc. Inability of micromanagement and lack of leadership quality can create challenge for the organisation. The role of the supervisor is to be understood in terms of the reciprocal relationship with the workers and the organisation. Supervision can be seen as having three aspects : administration (normative), education (formative) and support (restorative). In this unit an attempt has been made to explain the principles, types, functions and procedures of supervision Also the role of supervisor has been discussed. 2.10 Summary ? In this unit we have identified the ingredients and the duties of supervisor. ? We have focused on the various types, functions, procedure, techniques of supervision. ? The unit presents a theoretical perspective of supervision and its various functional aspects.

140 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) 2.11 Glossary ? Supervision: Implies guiding and directing the subordinate employees for the attainment of desired ends ? Scalar chain: Is a chain of all supervisors from the top management to the person working in the lowest rank. 1.12 Model Questions ? Define Supervision. Why supervision is an important aspect in Administration? ? What are the techniques of Supervision? ? Write in detail the functional aspect of Supervision. ? How many types of supervision are there? ? Discuss after Prof.G.D.Halsey the ingredients of a supervisor. ? Discuss the basic duties of a supervisor. ? What are the procedures of supervision? ? Indicate the important functions of supervisor. ? How did Luther Gulick identify the problem of supervision? 2.13 References ? Mohit Bhattacharya : Bureaucracy and Development Administration, Uppal Publishing House, New Delhi 1979. ? Mohit Bhattacharya : New Horizons of Public Administration, Jawahar Publishers & Distributors, 2016 ? Daniel Katz and Robert L Kahn : The Social Psychology of Organization, John Wiley & Sons, 1978 ? Pter F. Drucker : The Practice of Management, Heinemann, 1955. ? James D. Thompson : Organization in Action, McGrew Hill, New York 1967.

141 Unit-3 : Communication Structure 3.1 Objectives 3.2 Introduction 3.3 Nature and Significance of Communication 3.4 Definition of Communication 3.5 Types of Communication 3.6 Media of Communication 3.7 Different Theoretical Clarification of the Concept : Communication 3.8 Channels of Network 3.8.1 Types of Formal Communication Network 3.8.2 Types of Informal Communication Network 3.9 Problems of Communication 3.10
Conclusion 3.11 Summary 3.12 Glossary 3.13 Model Questions 3.14 References 3.1 Objectives ? To understand the concept of '
communication' and its various aspects. ? To explain the types of communication network with illustrations. 3.2 Introduction Communication is defined as the giving, receiving or exchanging of information, opinions or ideas so that the message is completely understood by everybody involved. A two-way process, communication comprises the following elements: sender, message, channel, receiver, feedback and context.

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142 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) 3.3 Nature and Significance of Communications There are some conceptual and functional differences between Communication and Information. Information is a thing or news which is transmitted through the process or channel of communication. Communication channel is a bridge between sender and receiver. Theoretically the sender primarily determines the matter and then he places it in the channel of communication, to send the information to his predefined person. He makes this communication by using verbal words, letters, symbols or some other means to send information. The method or use of code, letter etc., is made to arrange information before communicating it, depends on the convertibility of the object or person at the other end, who will be the final receiver of the information. Thus, communication implies at least three essential characteristics. First to interact with others, we need to use words, letter or symbols; secondly, communication by its name indicates, that it establishes relationship between more than one person or at least two persons are involved in communication; thirdly, the interaction between two or more persons are initially required to be motivated by sharing of information towards common end. For an organization, communication is not only the concept, sometimes it is considered as principle of organization, which the organization or department uses to realise its most essential objective. So some administrative theorists describe communication as the blood stream of an organization or, it may also be called the heart of organization. Once Charles Bernard, during the course of his discussion on administration and its relationship with communication, opined that, the first exective function of the administration is to develop and maintain a system of communication. In his opinion, it is the foundation of cooperative group activity. It is believed that good inter and intra departmental communication is the fundamental foundation for smooth and sound administration. This is because the success of framed plan and way of action largely depends on the ideal coordination among inter and intra departmental staff, and the foundation of coordination can only be achieved by the easy and well- knit communication among the staff. So communication is used as a cement to make the rational bridge within and between departments. Terry, so observed, communication serves as a lubricant, fostering the smooth operation of the management process. By theory of "Entropy", every organization and department have some natural tendencies towards disorders and disintegration. The natural tendency can only fight back by using the method of information processing and channelled those processed information to the highest policy making body through communication channel. The reverse process is also used by the policy making organ through percolation to the down ward of the department again by using the same communication channel. So,

143 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) the organization continuously collects and processes the information to transmit those to the appropriate authority to arrest the tendencies of disintegration. Traditionally it is believed that man can try to control and modify his environment only when the proper and processed information reach to him before the actual occurrence of incident. If the proper and processed information reaches to him through uninterrupted communication channel, then only he can fight back against the probable disintegration. So, the primary attempt of man, since the primitive age is to establish communication channel and proper monitoring system of the channel. Initially the man of primitive age used hand, pictures, drum signals to make communication. Gradually, with the more and more modernization, the techniques of sending signals and the way of building communication have changed very first. The theorists of modern age are now continuously trying to build up new and modern models of communications. The basics of those models generally comprises with the following vital ingredients : 1. Source : Generally, the sources of information which leads to form communication are the staff of different level and layers in the department. Their daily work performance and official and personal interaction, generate sources of information, which in turn used as matter of information. 2. Encoding : Collected information is formed with a coding method, and then transmitted to other place. The encoding form may be Language, or any other Number. Encoding through number is called numerical code. Ultimately encoded information are sent through message, mail, or through phone, video, WhatsApp, Twits etc. 3. Product : Information converted in message (in any form), becomes a product of relation or interaction and then transmitted as physical product through communication channel. 4. Channel : Channel is the actual carrier of message sent from the sources of information and encode the information to the final end of the receiver. The message can be sent as letter, mail, telephonic conversation, etc., in various ways. 5. Receiver : The receiver, after receiving the message initially decodes the message. The receiver decodes message in the light of his own understanding and necessity. On the basis of that he uses the message to serve his purpose. He fixes his purpose in view of his previous experiences and frame of references. 6. Feedback : Feedback loops are generated from the receiver end. The reactions of the receiver of the messageare sent back to the surce, through advice for further information or as decision against the received information.

144 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) Sometimes it is also seen, that the source of information burdened with lot of unnecessary information, which he never uses at his attempt of encoding the message. Such unnecessary information is called "Noise of Information". Excessive "Noise" factors in information, distort the quality of the information signal and reduce the fidelity of information and sources of information. However, in the administrative process information and accumulation of information strain out the noise part, and play an important role. Functioning of the administrative structure almost wholly depends on the information received by the plan-makers through communication channel. Actually, everywhere individual reads any situation from his own emotion, needs, culture, value and interest. These create perception of an individual which is generally different from others' perception and reading of situation. So, the perceptual positions actually create important differences in the way, two people view an incident and create information within one own self. The communication is also made on the basis of information gathered. Communication is made between two persons of unequal perception. So, when information passes through communication channel, the meaning of the information also may take different vibration to the receiver. So, it is said, how one perceives the 'others' in the interaction process, vitally affects how one will interpret the communication (See, Sheldon Zalkind and Timothy W. Costello: "Perception: Some Recent Research and Implications for Administration", Administrative Science, Quarterly, Vol.7 No 2, September 1962, pp. 218-35) 3.4 Definition of Communication Latin word 'communise' mean 'Common' in English. The word communication has been derived from the word 'commons' meaning that when the general common perception-oriented information are transmitted to other, we will call that transmission of information, communication. So, the communication is the process of passing information and understanding to another. So, it is an exchange of facts, ideas, opinion and emotions between two or more persons. The exchange should be meaningful one; otherwise there will be no effective and meaningful communication. This is because communication gets shape through letter, symbols, message or mail. So, if that fails to become meaningful to the receiver, then it would be deleted as spam or noise. So, the primary intention of the sender of information is to make his information meaningful to the receiver and that also be useful to him. So broadly speaking, the communication is a meaningful interaction, through which the receiver will be able to perceive and understand the sense of communication as well as the intention of the sender. So, communication is shared understanding for a shared purpose. its underlying aim is to
145 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) meet the minds on communicated issue. Prof. Louis A. Allen, defined communication as

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the sum total of all things, that one person does, when he wants to create an understanding in the minds of another. It involves a systematic and continuous process of telling, listening and understanding

of information sent by the sender to the receiver.

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Peter F. Drucker, in his book The Practice of Management :

Heinemann, 1955, stated that, "Communication is the ability of the various functional groups within an enterprise to understand each other and each other's functions and concerns." So, the essence of communication is understanding information, not the only transmission of information. This is because, transmitting a noise information is not actually any communication to the receiver. 3.5 Types of Communication Generally, we see there are three types of communication. The communication can be made internally among the staff of a same department. We call it internal communication. When the communication is made externally between two separate departments of a same organization or with same type of organization, we call it external communication. Communication can also be made between two employees of same department. In such cases, we call it interpersonal communication. Generally, the upward communications is seen, when the subordinate staff communicates his problem or necessity with the superior authority. Sometimes higher management of any department seeks information from the supervisor, regarding detail of working skill, ability and behaviour of any subordinate staff; the supervisor uses the upward channel to send the report, as a matter of his routine or entrusted work. The supervisor in his statement can also state his own perception and evaluation. The superior authorities in view of the report/ statement, submitted by the supervisor, take action and give his instruction to his subordinate especially to the supervisor. As there are upward or downward communication as two basic ingredients of internal communication, there may also be a third dimension of communication, called across communication. Across communication is horizontal in nature. Across communication makes link or relationship between the staff of same stature and position. So along with vertical communication between superior and subordinate, there is also horizontal communication between two or more staff of same position. 3.6 Media of Communication Generally three types of media are used for communication. Although the effect of media does not theoretically determine the information transmitted for

146 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriculum (Dt. 17.10.2022) communication, but in reality definitely the media has a great role and impact on the subject matter of information among the news-seekers or population. Each media has separate audience and sepurate population. Generally, we use three types of media: a) Audio; b) Visual; and c) Audio-Visual. The example of audio media is Radio, Conference, Interviews etc. Similarly prominent Visual media are, a) Circular; b) Reports; c) Picture form; d) Hoarding; e) Newspapers; etc. Audio-Visual media is Television, Sound Motion Pictures. Apart from those, some other Audio Visual media for quick and person to person or between friends and viewer, have been added through popular use of I Phone or Mobile. There, the users frequently use Face book, Twitter or WhatsApp. The general users of Mobile can quickly create information and transmit through this domain of these applications. Even members of Political Parties or Party Leadership are also seen to use these media for communicating ideas and information and get very quick responses. Apart from this one to one, or one to group/friends or viewers, the administration till now largely prefers to use the formal method of communicating their major plan and policy or way of functioning. This formal method of communication is conference. It is still believed that conference method of communication avoids delay, reduces red tapism and minimises the effort of one to one or departmental communication. It is also believed that conference method of communication has some positive advantages, which are as follows:- 1. Conference has the capacity to generate quick response among the participants. The authority can also pose problems and their suggestions more easily, clearly and directly to the participants. These also increase the awareness among the participants of the conference. 2. The conferences are generally participated by the superior authority, departmental or organizational subordinates. Subordinates taking the facilities of the presence of superior and policy making authority can more easily get way to resolve their working problems from them. So the conference is an important media which helps the participants to solve the problems related with their function. 3. Generally, the superior authority or policy makers place the future plan, policy along with their review of existing working pattern through their speeches or addresses to the audience. They also get the opportunity of placing their suggestion and advice. Similarly, the subordinate staff also gets free opportunity to meet the superior authority and they also get chances to place their observation on departmental or organizational plan, programme and policy. These direct conversations actually help the department or organization to proceed with their policy. Recently, Information Technology Department of organization very frequently use this method of meeting either with the staff of any particular

147 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) project, or with client of the project and related developer and other managerial staff. The participants are selected on the basis of the need of the project. 4. This type of face to face interaction among the total member staff of the organization promotes a sense of unity among official working group within a same structure to materialize one plan, one policy and one programme. This "sense of unity" among member staff as a whole is essential, not only for smooth functioning, but also to establish the strength of the department. These are the reasons, why department wants to meet each other in a conference or meeting (may be off line or on-line) in a particular place or time on a predetermined issue. 5. It is very often seen that the host departments of the conference (of any form:- off line or on line) want to make their endeavour, inter departmental, instead of intra departmental. Inter departmental conference encourages an exchange of information among administrative personnel, as well as between subordinate staff of different department. 3.7 Different Theoretical Clarification of the Concept: Communication Henry Fayol, one of the well-known and respected administrative theorists, gave much importance on speedy communication in an organization. In his opinion, communication can only find out a meaningful solution to any problem through conversation. He opined that basic problem of any organization is to decide upon the plan, policy and programming process to materialize the desire or mission of the organization or department. For that reason, he preferred horizontal communication as an important process than vertical communication, because in latter case, communication channels are mainly used to percolate the decision from superior authority. In fact, organizations or departments are by nature built up through cooperative system, where there are three fundamental elements, viz., 1) Common purpose; 2) willingness to contribution to fulfil the common purpose; 3) finally communication of the purpose to all the member staff and open opportunity to everyone, so that, each member can optimise his scope of contribution to the common purpose. So, in this network of cooperation, communication plays the vital and dynamic role to shape up the behavioural pattern of the organization. In absence of proper technique of communication, the organization or department can never take any purposive plan and programme. Herbert Simon opined that the authority transmits its decisional premises from one to another through communication. Herbert Simon also gave stress on the informal

148 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) channel of communication. The informal channel is built up through social relationship of the members of the organization. So, he advised the administrator to listen to the communication of general members of the organization, to blot out those factors which may cause disruption in planning and programming. Norbert Weiner used the word ‘Cybernetics’ as an important ingredient of communication channel. He said that every organization has a tendency to move towards the direction of positive "entropy". This is because the natural tendencies of organizations are to move towards disintegration and self- destruction. These tendencies can only be arrested through methodical information process. This information is antidote to positive entropy and enables the organizational system to reach a state of negative entropy, which is moving towards order and integration. 3.8 Channels of Network Basically, there are two types of network channels of communication : informal and formal. Formal Channels of communication are established by management of the department or organization. This channel is used exclusively for official purpose. An informal channel of communication, on the other hand is an unofficial channel and is the result of the operation of social forces at the work place There are six types of Formal Communication Network. The probable pictorial formulations of all those types have been shown in other pages. Those types are identified with a definite name to make the idea clear to the readers, viz., 1) Chain Type; 2) Star Type; 3) Circle Type; 4) All Channels Type; 5) Inverted "V" Type; 6) "Y" Pattern Type. Chain Type Star Type Circle Type All Channel Type Inverted V Y Pattern

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149 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) 3.8.1 Types of Formal Communication Network I. Chain Type : Here the flow of information remains limited within upward and downward movement in the hierarchy of the organization. Main command comes from the superior authority, and superior authorities equally receive feedback communication from subordinate. There is easy one to one communication both from above to below and below to above in Chain Type of communication. II. Star Type : In this communication pattern, the information and message flow among group-members, not individual, through leaders of the group. Leader of the group stays in the central points of organization. He initiates communication with other groups and groups give their feedback to the central point, not with other groups. III. Circle Type : In this type, group members only interact and communicate with adjoining group. The information and message, in this type, is transmitted laterally among group members. IV. All Channels Type : This is an example of democratic type of communication system. Here all the members of the group freely and actively communicate with each other. These types are generally in decentralized organization. It is also known as "completely connected network". V. Inverted "V" : Here subordinate communicates with his immediate superior as well as with the superior of his superior. But the immediate superior chooses and picks up communication information, received from his subordinate, and then transmits only the selected information to his superior. So, the middle range superior in the hierarchy plays important role this communication system. VI. "Y" Pattern : In this system of communication, two subordinates separately use the hierarchical chain of communication with their superior. In turn the superior who is above of him transmits the same as matter of routine work. The network by its character is less centralized than "Star Type" of communication system Like formal network system, there is also Informal networking system, which is named as "Grapevine Relation" by some administrative theorists like Keith Davis etc. The reason of naming the Informal networking as grapevine is simple that the informal relation or network connection among social individuals grow like a grapevine, which can never either be abolished or rubbed out or hidden under the "social carpet". Even the informal relation among social members can neither be chopped down by the political or social authority nor be tied up with any hegemonic supremacy. It is like pumpkin creeper, which can never be kept in a particular place, if it is tied up,

150 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) it pop in another place. So, if any authority tries to put control in one place, it immediately moves to another place. It's like the 'channel searching' in Television. Four types of Informal networks are seen, viz., 1) Single Strand; 2) Gossip; 3) Probability; 4) Cluster. 3.8.2 Types of Informal Communication Network 1. Single Strand : In this type of information network, information passes one to one, that one man generates information which he transmits to the person; in this way the information spread. 2. Gossip : Under gossip type, the person parses sandomly to other. 3. Probability : Under this probability type network, the information passes according to law of probability, that is one person or social member communicates randomly with other, who in turn communicate to some other. 4) Cluster Network : In cluster network member passes any information to his selective person or group with a note to keep it limited within selective group or person. So, trust plays an important role during passing information in clustered informal network system. 3.9 Problems of Communication There are five basic problems in communication system. Some authors call these problems barriers, because they create with their own characteristics some distortion in information. These are as follows:- Single Strand Gossip Probability Cluster

151 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) a) Semantic Barriers : The language is one of the main causes of semantic barriers. These occur, due to the differences of individual's language and his own way of interpreting the words and symbols used in the process of either forming or decoding the communication. It is very often seen that the basic texture of official language and its process of using logic of communication, many time becomes an impossible task for a common man to follow and understand. b) Ideological Barriers : It is quite natural that all the members of an organization do not share the same ideology. So, their thinking perspective and believe orientation are also different. These natural differences affect their believe process, opinion and process of communication. The basic causes of this differences, stem from differences of education, social upbringing.These create the political and social views and it is difficult to overcome these differences. c) Filtering : The basic content and character of communication greatly depend on the sender's purpose of sending the information, and the interest of the receiver. Filtering of information mainly depends on the sender's structure through which the inforthation would pass through. Especially when the information passes through the vertical structure, the chances and probability of filtering become higher than the situation of horizontal transmission of communication. d) Dogmatism : The attitude, opinion and belief system of a person, decide how and when information he will collect for transmission. Even these also affect the behaviour of their receiver. e) Halo Effect : This has an unique effect on communication. On some occasion, we may find that the communication remains limited only within 'Right' or 'Wrong', 'Good' or 'Bad' or in a word, "Black" and White". These two- dimensional information carry less information more value added news. The danger here is that most situations are not dichotomous, and therefore, such thinking may over simplify the actual situation. 3.10 Conclusion In this unit we have seen how most aspects of human life and activity depend on communication. The fact that communication is interdisciplinary necessitates a study of its core ideas and problems. Communication is an essential individual and collectively necessity. Human beings cannot be properly functional without communication. Communication is a fundamental human right that must be preserved because it is essential to human growth and development as well as the social context in which

152 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) people live. The ultimate objective of all communication is to establish commonness and communion. This unit has provided a basic understanding of communication, including the definition of the term, its various forms, and its various models and many variables that affect how people communicate in society. We have understood the essence of communication as fundamental element of coordination, decision- making, efficient management, cooperation and peace, boosting morale of employees and so on. 3.11 Summary In this unit we have learnt ? Focuses on meaning, nature, types, medium, and significance of communication ? Presents theoretical perspective of communication and also its network channels, both formal and informal 3.12 Glossary Formal Communication : Refers to the flow of official information through proper, predefined channel and routes. Formal communication follows a hierarchical structure and chain of command. Informal Communication : Casual communication between co-workers in the workplace,unofficial and outside of the normal hierarchy of business structure. 3.13 Model Questions ? Write a note on the nature and significance of communication. ? What do you mean by Channels of Communication? Discuss "formal" and "informal" channels of Communication. ? Write an essay on communication and its importance in modern Management system. ? Clarify Communication as an essential concept of Management. ? What are the types of Communication? ? What are the barriers of Communication? ? What do you understand by "coding" and "encoding"? Discuss with relevant example. ? What do you mean by "Media of communication"? ? Define Communication.

153 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) 3.14 References ? P.Mayer : Administrative Organisation (Copenhagen, 1957) ? J.D.Millett : Organisation for the Public Service (Princeton, New Jersey, 1966) ? J..Fesler : Area and Administration (Alabama, 1949) ? A. Etzioni : Modern Organisations (Englewood Cliffs, New York, 1964) ? L.Gulick and L.F.Urwick : Papers on the Science of Administration (New York 1937) ? Herbert Simon : Administrative Behaviour, 2nd. Edition (New York 1957) ? Nobert Weimer : The Human Use of Human Beings, (Houghton Mifflin Co., Boston 1956) ? Claude Shannon and Warren Weaver : The Mathematical Theory of Communication, (University of Illinois Press, 1948) ? Wilbur Schramm, "How Communication Works" in Wilbur Schramm (ed.) The Process and Effects of Mass Communication (University of Illinois Press, 1953) pp-3 To 26. ? A.H. Maslow : "A Theory of Human Management" Psychological Review, July 1943.

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154 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) 154 Unit-4 : Hierarchy and Leadership Structure 4.1 Objectives 4.2 Introduction 4.3 Definition of Hierarchy 4.4 Analysis of Diagram in view of its functional criteria 4.5 Hierarchical Pattern of Organization 4.6 Fayol's Scalar Chain 4.7 Control and Leadership 4.8 Classification of Leadership 4.8.1 Coercive Style or Autocratic Style of Leadership 4.8.2 Utilitarian Style or Laissez-Faire Style of Leadership 4.8.3 Normative or Democratic Style of Leadership 4.9 Nature and Character of Leadership 4.10 Bases of Power and Influence of Leadership 4.11 Position of Leader 4.12 Leadership and Group 4.13 Conclusion 4.14 Summary 4.15 Glossary 4.16 Model Questions 4.17 References 4.1 Objectives ? To understand 'hierarchy 'in terms of functional criteria and also hierarchical pattern of administration ? To examine the nature and classification of leadership ? To explain the relationship between means of control and types of leadership

155 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) 4.2 Introduction The structure of any organisation or any department has at least two aspects. The first aspect is related with its micro environment or position, which actually build up its internal aspects. This aspect is mainly identified with the job descriptions, which in fact, determine the position of an individual in the internal departmental structure of organization. The basic ingredients of micro environment of an organization are, job definition and distribution of departmental work responsibility, the intra relation between colleagues. The number of position and staff and their interaction depends upon the size and span of responsibility of the department. The shape of departments mainly depends on sharing of work programme. Traditionally the departments were arranged with multifarious job responsibility. Actually, traditional thinkers were in search of designing the departmental shape and size. Gradually, the specializations and technicalities come up to define and determine the shape of department depending upon skill of the position and staff at the micro level in the departments. The second aspect raises the issue of structure, relating it with the major operating features such as the degree of specification, technical skill, and formation of authority pattern. The pattern of authority depends on the character of power and responsibility structure. The power and responsibility structure may be decentralised or dispersed, or it may be centralized and hegemonic. In fact, the nature of control exercised by the authority is determined by the objective of the organization, and how the top policy makers of the organization wants to exercise that objective, plan and programme. So the first aspect of the organization determine the anatomical character and structure of the organization, while the second part is organization's physiological features. Both these aspects build up the static part and dynamic part of the organizational structure. Both these aspects also determine and expresse the objective of socio political needs of the organization, as well as its uniqueness in the society. In recent times, it is also said, that basic structural aspects and the objective aspects of an organization is the main guiding track of the organizational role and the way to the staff to achieve job satisfaction and motivation to work. Job definition and utility in the process of achieving organizational goal are two basic aspects of managing the work process. Defined job responsibility is one of the basic criteria to get maximum performing ability from a staff. When any department or organization becomes complex, many different tasks are performed by only one person. But in a large organization, these tasks are divided among separate entrusted staff who are given special job oriented internal training on their assigned job, for getting special and skilled work from him.

156 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) One of the prime issues or problems in determining the plan of work and to entrust the work on someone to the able preson. The primary question to the planner and programmer of an organization is to decide, how many tasks a person should be asked to perform. In modern administrative system, each organization tries to limit and mark the job and responsibility on the basis of specialised skill and interest. It has been observed that, only skilled and interested person may give his all effort to settle down the responsibility. Even in modern administration two new systems have been introduced: Job Enlargement and Job Relation. This system initially marginally alters the content any responsibility, to taste the suitability and skill improvement efforts of the concerned incumbent. Sometimes the system of rotation is used among the staff of equal rank or dignity. Manager or Chief Executive is secretary rotate the authority and power of the department, keeping the basic dignity and position of other persons of equal rank, same as before. This method of rotational authority is used, firstly to extend the scope of skill of Secretarial management of the department and secondly, to verify the personal management ability. The Rotation of authority mainly operates within the ranks, placed horizontally in the organization. This also creates an ambiance of enlargement of official authority to the rank and position holder who is being entrusted with the rotational headship. Thus modern administration have recently introduced these methods to alter the content of job. The actual problem of defining the job and job criteria is difficult for the lower subordinate staff. Although the post in the lower rung is very much determined by a definite denomination of the post, like Head Clerk, Accountant, Cashier, Clerk, Typist, Steno Typist etc., but their job in many occasion do not go with the denominational designation. Especially, in case of Clerks or Head Clerk and Accountant, often they are seen to do the official work crossing the designated boundaries of their post and responsibility. But this overlapping is only possible, when the superior authority promulgates such order or instructions. Otherwise the job profile of the subordinate staff like Clerk, Typist or Steno Typist, are fairly defined by the laws and custom of the administration, and scope of any radical change from that defined structure, is very limited even in the hands of the superior authority. But if we move up the hierarchy, the job profile at the managerial level, it becomes difficult to define their precise job content. As for example, the actual job content of Secretary or Principal/Secretary cannot be determined by the custom and tradition of administrative law. One of the basic reasons of that, they plan and create job and decide the programme for implementing those plan and programme. In this vital process, they remain liable to distribute the work and remain responsible to get it done with the help of different parts of the organization. According to modern administrative theories, the organizational expectation can better be served, if the jobs of different incumbents within organization are defined

157 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) precisely and perfectly. This is because, precise and perfect job definition can more easily enable the job holders to communicate with their superior authority, which in turn affect his activities. This should always be remembered that job is not only important to an employee, it is also important to the organization. Thus management is expected to arrange the ambience of job structure, so that the workers feel at home in their working place. Many time it is seen, dissatisfaction over the way job are structured, which leads to conflict and tension in the organization. 4.3 Definition of Hierarchy The word hierarchy means, literally, the rule or control of higher or superior authority over subordinate lower authority. In administration, the word hierarchy is used to mean the structure of position of staff in different profile and their different position in the graded format of the department or organization. Staff in a department are posted and placed in different grade, arranged by

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successive steps or levels, in which each of the lower levels is immediately subordinate to next higher one, and through it , to the other higher step right up to the top. Conversely, in such a hierarchical organization,

authorities, control and command come down or descend from top to his lower level by the process of rigid downward stepping to the bottom of the organization. So the system is popularly known as ascending up or descending down in the departmental ladder of authority, control and command. There is no intermediary step which can be jumped up or stepped down without changing basic and traditional structure of hierarchy in the administrative system. The hierarchical system in administration follows the rule of "through proper channel". The imaginary structure and nature of functioning of hierarchy may be illustrated by the following diagram : O A B

158 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) 4.4 Analysis of Diagram in view of its Functional Criteria The above triangle is representing a tentative form of hierarchy in an organization. Here "O" is the highest superior authority which controls two wings of the triangle with equal power, authority and superiority. These two wings are "OA" and "OB". Both these wings have equal number of departments, with equal number of working "cells". Each cell of one wing is related directly or indirectly (according to the programming of the top superior authority) with its corresponding cell of the other wing. Here 'O'

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is the head of the organization, x1, x2, x3, etc., are his immediate subordinates. Similarly x3 is x1's immediate subordinate but is also mediate subordinate to 0 through x1. x5 is immediate subordinate to x3, but mediate also

x3 and O. Finally A is immediate under x5, but mediate also under x3

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and xl. The same applies to letters shown along the other arm of the angle. If "O" issue an order affecting "A" or "B", it must descend to "

A or "B" through x1, x3, x5 and on the other side x2, x4 and x6. If "A" or "B" addresses communication to "0" it must travel up the line x5, x3, x1; and on the other side x6, x4, x2. Thus this line between "0" and "A" and "B" represent the line of authority linking the organization together. In the technical language of administration, the hierarchical principle is also called the "Scalar Principle or Process". The discussion on hierarchy as an important structural form, connects subordinate with superior, which is between "O" and "A" and between "O" and "B". Whenever there is any communication between "A" and "B" or between any cell in "O" and "A" wing and "O" and "B" wing, it is done or placed through "O". More precisely, all communication within the structural frame of hierarchy,

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it ascends from "A" to "O" and descends from "O" to "B" in a step by step manner. This

system of communication is popularly known as "

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through proper channel". The line of authority (the chain of command or line of command, control and authority) linking entire organization is represented in the above diagram.

This diagram also has depicted some basic functional principles in the above drawn pyramidical form. These are:- 1. The hierarchical organization runs with the principles of "through proper channel". It denotes that all communication and command should by principle pass through a particular proper channel which the organization establishes as its essential part of structure. In this well knitted structural bond and system, no intermediate level can be skipped in transacting official business. 2. The hierarchical structures follow a definite principle of intra and inter departmental correspondence through the channel of communication. This
159 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) principle of correspondence specifically denotes that responsibility of work is coequal among all related departments and also coterminous at all level of the organization. Traditionally it is believed that (which has been accepted by almost all theorists on different occasion and context) "

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authority without responsibility is dangerous and responsibility without authority is meaningless". 3.

The hierarchical structure of an organization also draws our attention to the concept "unity of command". The basis of unity of command is, a subordinate should receive order through appropriate and pre determined channel, from his immediate superior authority only, and in turn he will remain responsible for carrying out the order directly to his ascended authority and ultimately to the top of the organization. 4.5 Hierarchical Pattern of Organization Hierarchical pattern of administration is mainly run by the horizontal division of work and vertical distribution of responsibility. So the authority and controlling powers are divided horizontally and that power and authority and that gradually deployed vertically among the subordinates. These horizontal and vertical differences and deployment, actually is the basic structural life line of hierarchical pattern, which ultimately creates the different levels in an organization, and it takes the shape of a pyramid through vertical and horizontal distribution of work which may also to call be called responsibility. In this pyramid type of structure, the subordinate remain accountable to its one step superior at each level and levels move up in successive layers. Equally the structure follows the same order of enforcing control and authority of the superior authority on their arrayed subordinate. The subordinate has the scope of moving upward in the pyramid through promotion. As one move upward in the structure of the pyramid, his status, authority, salary and perquisites etc., also go on increasing at successive levels. Hierarchy demands certain basic characters in the administrative structure. As for example:- I. Hierarchy signifies certain qualitative changes in works of organization. II. Hierarchy signifies the differences of position and work responsibility. III. The demands and responsibility of the post is determined as per position in the hierarchical structure. IV. Power, authority and responsibility of a post increases with its upward movement. V. Hierarchical pyramid remains as a static structure in an organization, it becomes
160 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) operative, when the person staying at particular layer, does his official function and execute his official responsibility. VI. In the structure, each higher level decides the work schedule and programme, with the recommendation of dividing the work schedule among the cells or individual. The decision of work schedule sometime changes or rearranged in compliance with the ability and skill of the concerned layer. VII. Thus the upward movement (which we generally call promotion) or downward movement (which we call demotion) also change the pattern and nature of duties. Any movement demands higher or lower order of supervision. VIII. The primary and vital functions of the higher level in hierarchical order remain responsible to supervisor as well as to arrest failure of its lower level staff and members. IX. Better competency of serving the assigned responsibility and duties are the basic precondition of the success of hierarchical structure in any organization. There are also some disadvantages in continuing with the hierarchical system in administration. Following are the most visible demerits of hierarchical structure. I. Hierarchy and its pyramid type shape make an organization tall and create an unusual distance between top management and lower level subordinate staff. II. Organization grows up by the internal relation among the staff. This relational bond is a vital criteria for an organization to achieve its planned goal and mission. III. This is because the tall shape of The lengthy hierarchy of an organizational structure sometimes becomes the cause of losing touch with the men at the bottom. IV. It is also said that hierarchical structure, authority and privileges are sometime unequally distributed among member staff of corresponding layers in the structure. V. Since there is inequality in privileges and authority, especially at the top of the hierarchical pyramid, the effect of this also subsequently percolate to the lower layer and gradually create a "Yes Man" flattering group in the lower range. VI. As a result the nature and trends of relationship among staff of all levels trend to become conditioned by this inequality and "Yes Man ship". This in turn extends the possibilities of spreading administrative corruption within the organization. VII. This gradually creates a conflicting environment within the department or organization, especially when and where the positions at higher levels are occupied by incompetent officer as head of the organization.

161 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) Thus to make the hierarchical administrative system successful, formal and actual superiority one is required to be matched perfectly as well as by professional competence in organization. This problem was first raised by Henry Fayol. He said that in general occasion even, the hierarchical pattern of administration causes unnecessary delay in disposal of public services an work. In some occasion, the tall (which we already have discussed) and over extended organizational structure becomes the cause of losing touch with the incumbents at the lower level. In view of this and some other problems of hierarchical structure, Henry Fayol suggested an alternative route called "Gangplank". He expressed his believe that this would spread up the flow of public works and would help to avoid delay in disposal of administrative decisions.

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The concept "gangplank" stands for establishing a communication channel with an employee of the same level

following the horizontal way of communication system. 4.6 Fayol's Scalar Chain Following the above diagram, "Favol's Scalar Chain", "x3" communicates with "x6" which goes through "x2" and "x3" to "O" and then "x4" and back again to "x6. According to Fayol it is much simpler and quicker to get directly from "x3" to "x6"
162 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) through the way of "gang plank" (Literally the term "gang Plank" is used generally by the passengers to board or disembark from a ship or board). But this could only be possible if superior authority of "x1", "x2" "x3" and "x4" "x5" and "x6", approve this attempt of gangplanking. Thus this new addition of Henry Fayol, with the existing structure,

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stands for establishing a communication channel with an employee of the same level that is, a horizontal communication system. Fayol

agreed that the departed authority and control in any organization, no doubt, can bring problem to the homogeneity of organizational planning, but absolute disintegration within the organizations among different cells and individual incumbent may create greater problems which may even detrimental to the normal business of the organization. It is fact that every organization maintains an internal scalar chain for the sake of administrative discipline. The organization also follows the norms of draining out unnecessary information. It restricts spreading of authority in every corner of its structural frame. It is believed that this may create disruptions within the organization. Even then, the constant use of one drain channel for every communication of authority and order may cause overloading of single drain system. So Fayol searched out an alternative system for smooth functioning of organizational structure as well as the hierarchical system. Very recently a new structural concept has been built up by some administrative theorists, and they made the claim that the new structural concept is free from the points of demerits of existing structure of hierarchy. This, they named as "Fan-like Organization", which is , to a large extent free from the rigid superior -subordinate relationship. 4.7 Control and Leadership Leadership at the outset signifies a philosophy of control over subordinate by the efficient and eligible use of managerial position, which determines the limit of the controlling power of the superior over subordinate in administration. The fact in administration is that, in almost all the occasions, the subordinate always remain at the receiving end, and react to the control of superior leader, by their varying process of expression. Even then his position and official responsibility does not permit him to defy absolutely the controlling order of superior. Under such situation, if the superior finally ables to retain his order, then only the control or leadership gets its shape in the organization and heads over his subordinates. Thus pattern of control and its way of enforcement characterised the leadership of the organization.

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163 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriculum (Dt. 17.10.2022) 4.8 Classification of Leadership On the basis of predominant leadership, within the organizational structure, the leadership quality can be classified into three basic types. These are specially seen through the exhibited behaviour of a leader, which are generally visible during the interaction of the leader with his subordinates or during the inspection of the work of the supervisors. These are also called the style of behaviour of the leaders, viz. 1) Coercive style or Autocratic style of leadership; 2) Utilitarian style or Laissez Faire style of Leadership and 3) Normative style or Democratic Style of Leadership. 4.8.1 Coercive Style or Autocratic Style of Leadership : This style of leadership is also known, authoritarian or directive type of leadership. The basic proposition of this type is that here authority remains concentrated in the hands of a single leader, who enforce his authority with the blind support of his close group of supporters. The authoritarian leaders decide all policies and direct the group of supporters to implement these and demands complete obedience from them. Any sort of disobedience meets with punishment from the leaders. Following diagram explains this style of leadership. Coercive Style or Autocratic Style Here the leaders are often seen to use physical and state based power to establish its control over the 'society' and especially over the agitated mass and opposing group; we call him "Coercive Leader". Coercive leader, instead of opening the channel of discussion or method of persuasion, use actual physical means. Here leader only looks for his hegemony and absolute power of control. Utilitarian Style or Laissez Faire Style

164 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriculum (Dt. 17.10.2022) 4.8.2 Utilitarian Style or Laissez Faire Style of Leadership : Generally this type of leadership is popular in Western liberal democratic system. Here leader in general extends complete (but not absolute in the Philosophical sense) social and economic independence to its subordinates, and state itself to the society, in their use of individual liberty. The administrative, as well as, state leadership allow its staff and subject respectively, to set their goal within the limit of their goal and ambition to achieve them fully. In other words, this style involves complete freedom for group or individual decision with no or minimum participation or interferences of the leader. The only job of the leader is primarily to protect them from social or other hindrances and then to ease their ways to get various materials, instrument etc., asked by them to achieve their goal. Following diagram explains this style of leadership. Utilitarian style or Laissez Faire style of leadership is far more acceptable than coercive control and leadership. The utilitarian leaders generally use the method of control over the society and mass by providing some basic material needs of social members. Initially the intension of the utilitarian leaders is to keep the society and opposition forces satisfied with affordable opportunities and advantages, so that the, sporadic social protests or opposition could be checked and control with minimum civic administration. 4.8.3 Normative style or Democratic Style of Leadership : This is a type of leadership where the members of the administrative organization or citizens of the state get maximum opportunities to participate in the decision making process. Leaders welcome their subordinates to participate. So participants

165 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) take all decisions through discussion among themselves. The opinion of the majority at last prevails over the minority and implemented as a unanimous decision. The communication between different ends, flow freely through multi dimensional channels. In administration, this style was very popular during last twentieth century. Following figure explains this style of leadership. Normative Style or Democratic Style of Leadership Normative style or Democratic style of leadership is different from other two types of leadership. Normative or democratic leader and method of his control is absolutely different from coercive and utilitarian leaders. Normative leader uses the administrative organization as a symbol of nationality and prestige. Social members get themselves attached with leader with affection and esteem. Leaders also predominantly use these to establish his control and to achieve their obligation to the nation and state administration. Ideal normative leadership is rare in this power oriented political and administrative ambience. Still all democratic people always seek to establish normative type of leadership. However, specific structure of power, state and socio-economic conditions evoke a particular type of leadership and its involvement and response to the society and to the state administrative organization. As for example people especially the opposition groups are seen to involve negatively to the coercive leaders. In fact coercive structures of leadership by its very nature alienate the general people from the administration and from its leader. So the obligation to the state, which they show or pretend to show, is not their actual mental or psychic involvement. They are actually forced to show obligation and support. So whenever they get any chance against the leader, they instantly withdraw their support and obligatory submission. Same psychological alienation is not seen in the case of utilitarian leadership. But it is also seen that the obligation in utilitarian leadership is not always spontaneous, rather it is seen to be calculative. The staff in general in administration work against remuneration or any other kind of special financial incentives. They don't work for any intrinsic love or spontaneity for utilitarian leaders. The same is also true for

166 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) general social members. They also do not feel any mental attachment with the leadership of the state and administration. So long leader keep and takes are on their interests, their obligations remain undisturbed. Normative administrative structure with normative or democratic type of leadership and control generates a social sense and psychology of involvement among citizens in general and beneficiary of administration in particular, and creates social environment of moral involvement. This is because the citizens in general and beneficiary in particular perceive the works and mode of treatment of administration intrinsically good and valuable for their social and personal demands. So they involve themselves with the state and administration in a spirit of social and moral duty. They feel both the state and administration as their own. It is very rare to see in any organization that all these three characteristics of leadership and control structure are operating together. Although it is true that in some occasions, leadership may require using a particular form to cope up with any special socio-economic situation. But the basic nature of leadership generally characterised by its predominating nature, so it may be said that most organization and its leadership are predominantly any of these three types. Some administrative theorists have tried to mark some administrative structure with particular character as its base. In their opinion organizations like prison or concentration camp or Police Department will fall in the category of coercive leadership with coercive control while religious organizations like "Moth", Temple etc., are likely to fall in the category of normative leadership with normative control. But if we look into these organizations with more attention and deeper insight, we will find that their outward natures do never fit with their inward behaviour. 4.9 Nature and Character of Leadership It is universally accepted that the nature of control and its structural form, that is, leadership provides the basic character of influence and act in organization. The control structure of organization creates a vital attribute to make leaders in organization, because the nature of control structure determines the personality, behavioural pattern and personal positional character of leader. Socially and organizationally Leadership is status position among the group and its members. The position may be determined either formally or informally. Generally in an unstructured social group, the leaders are selected spontaneously by the assembled members of the group. But in a formal structure, like administrative organization, the post of leader is created by following the hierarchical structure and norms of administrative law and system. As for example, Secretary, Joint Secretary, Director, etc., fall in the category of leaders in the administrative structure. Their power, control over subordinates all are determined by

167 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) the fixed and established norms of administrative law. As per, the functional description of power of a leader, he is the person who controls and manages all the affairs of the department or organization. There is one most essential feature which a leader should possess, that is the capacity of pursuing his subordinate to do work or duty according to the plan, mission and program of the organization. It is considered as a special capacity of a leader, if he car persuade his subordinate to do the work and duty enthusiastically. If he does it with coercive threat on his subordinates we call that leader, coercive in nature. Etzioni called this ability, "the hallmark of leadership". The gradation and character of leaders are determined by this hallmark. 4.10 Bases of power and influence of leadership Organizationally a leader uses his power with some bases of administrative norms and rules. Keith Davis has described those bases with five categories:- l) Reward; 2) Coercive action; 3) Legitimate responsibility and power; 4) Referent of previous action; 5) Expert knowledge over subordinate. First three bases or types are derived from the formal organization, sources and norms. ? Rewards are of material types as for example incremental benefit, promotional benefits are given to the subordinate in appreciation to their achievement and official performances. The achievements and performances of subordinate staff are assessed by the superior leader of the organization, and he decides the reward and process of conferring the same to the concerned officials. ? In converse to rewards there is a system, called coercive action against any incumbent for his negligence or inaction to work or to carry out the orders or directions of the superior authority. The administrative law up certain methods of coercive activities against any staff or incumbent. The administrative ruler have categorically mentioned some measures, like Show-Cause, Notice, Stopping of increment, stopping of benefit of promotion etc., or at an extreme level, suspension from the post, and/ or Service. In democratic forms of administration, the rules also give the opportunity to the incumbent to defend himself from such coercive step of the superior authority, either through administrative tribunals or through administrative court of law. But this opportunity is not available in all types of political systems. Especially under dictatorship or in authoritarian State system, administrative rule does not provide such scope of self defence against the coercive step of the superior authority against a subordinate employee. ? The word legitimate leadership is used to mean the character of 'power' of the person who holds the position in the administration. The legitimate word also
168 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) denotes the meaning of "formal nature" of power of leader. The administrative rule actually determines the legitimacy of exerting power of the position. Other two bases of leadership, 'referent' and 'expert' have not been included in administrative rule. ? Referent is a process or power in the hands of leadership by which a superior informs his likings or impression regarding his subordinate to other superior. ? Expert signifies the expertise or skill of a superior or which influence the behaviour of the subordinates. In fact leadership in an organization does never do the function of supervision over his subordinate constantly; rather he does it with help of his subordinate supervisors. The main function of the supervisor is to supervise the work of his subordinates, as a matter of his routine work schedule. But the leadership has a definite incremental influence over the total hierarchy. The leadership also enjoys the liberty to go beyond the norms and some part of rule to get better result for the organization. This is very much expected from a perfect leader, that he would be a creative man, who would by using his position in administration, redefine the public interest and services. He will not only redefine the interest of the people, but also create an ambiance to make the organization a perfect embodiment of those redefined interest and services. This responsibility of the leader of an organization has made four tasks essential for a leader as key tasks of the position. I. The leader is expected to determine and define the mission of the organization, as well as, its role to achieve those missions. II. The leader is the person with his positional advantages in the organization and he is also responsible to make out the structural plan of organization, so as to serve the mission of the organization as an embodiment of purpose. III. Society as a whole expects integrity and involvement of the organization with the needs in general. Leader is a first man of an organization who will defend, protect and enhance the integrity of the organization. IV. Internal conflict, mutual envy or rivalry is very common among the staff at subordinate level. One of the basic responsibilities of the leader is to harmonise the efforts and skill of the subordinate, keeping all types of conflict, envy and rivalry away from their daily work schedule. For that he may be required to make a bridge of harmony and good official relation among his subordinate staff. This is, in any way, is not the function of the supervisor. So successful functioning of a leader is indispensible for an organization. The perfect functioning role of a leader, in fact, is to decide the possibilities of attainment of goal, mission and objective of an organization. It is fact that only perfect leader

169 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) in an organization can turn the muddle of men, machines and missions into a perfect harmonious organizational structure. Leader can only by his successful role, transform the muddle etc., into an organization. We should, in this context, also note that leader and manager are neither synonymous nor identical or interchangeable. The role of a leader in the organization goes beyond the boundary of the managerial role, when he rises to the level of influencing the behaviour of one towards the goal and mission of the organization. So to be more precise, the leader is not expected or required to perform all the functions of a manager. One of the basic hallmarks of a leader is his capacity to influence others to follow the mission, determined by him. 4.11 Position of Leader Many writers of administrative process and theories have defined the position of a leader from the different perspectives. Dimock and Dimock, in their work, categorically stated that leadership is not only position in the organization and to the society, which have power, dominance, social superiority or anything else, which help the position holder to enforce own control over the followers. Leadership is a capability of influencing one, on his behaviour, without exerting any direct power over him. So leadership establishes an interpersonal relationship between two ends where one influences other and the related one is being influenced. The resources or power of influencing capacity are unevenly distributed in the society, so the capacity varies from person to person. Thus, that individual is considered as leader, who is more influential than other, or who has more influencing capacity than others.This uneven distribution of influence is making one leader and simultaneously others as followers. Here influence is the coercive power; rather it is a qualitative attribute of an individual. This qualitative attribute is rare, so the influence is a rare qualitative power. Leader, by dint of his position and quality, enjoys the channel of communication, through which he uses his capability and positional advantages to attain his goal of influencing others. Thus the essence of leader is his capacity of influencing the action of others. The basic quality of a leader is his capacity to convince others to behave according to his desire and goal, leader also persuades his followers, to help him to get his plan and program successful. so the single defining quality of leader is their ability to create and realise a vision set by the leader. So the primary task of a leader is to set the goal and vision of the organization. After setting goal and mission of the organization, leader persuades and influences others to adopt the goal and mission. But success of achieving the goal persuading by the followers essentially depends on, how much he could percolate his mission and goal down to the social structure of organization. The

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170 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) percolation of mission is important, because, to execute the mission, the cooperation of the organization as a whole is necessary. The leader initially elaborates the purpose of mission that has been percolated. The speed and motivation of being involved with the organizational plan, depends largely upon, how the same has been elaborated. Thus the core of involvement of the organization with any plan and program depends upon how the thought process of the institution has made them convinced and influenced with the mission of organization. It is believed, even in modern administration, which the leader of an organization has to maintain the core value of the organization and its distinctive identity. There are many competing interest existing within and outside the organization. The primary duty of the leader is to maintain a balance of power, especially among the staff and workers of the organization, to appropriate the fulfilment of key commitment of the organization made to the society and especially to its own stake holders. So in a word, we mean by the term 'leadership', specially 'organizational leadership', the top decision makers, who also set the process of achieving the goal or decision of the organization. It is the basic responsibility of the leader to watch over the performance of the workers and to steer them to the correct and desired direction for achieving the goal of the organization, because the leader of the organization ultimately remains responsible for success or failure of the organization. Karz and Kahn in their work on administration have identified three distinct levels of leadership. These three levels have been differentiated by them on the basis of the effect of leadership on the structure of organization. A. Institutional Level : At this level the basic function and rsponsibility of the lader is to build up the structure of the organization. In the process of building up the structure leader takes maximum care on the policy and program of the organization, because structure, to a large extent ensures the probability of achieving the best result from policy and program. B. Leader also takes care to build up the lower level supervisory group from among the skilled eligible and efficient subordinate staff. The supervisors stay at the intermediate level of the organization and look after the work and progress of work on behalf of the leader. But the functions of the supervisors are limited within the boundary of the general policy implementation factors. They perform this duty under direct or, in some cases indirect instruction and supervision of the leader from the top level. Even on some occasion, leader delegates some authority to the supervisor to distribute the workload at the subordinate level to improvise some better result for the organization. Thus if there is any incompetence in the structure and functional allocation in any organization, the supervisory staff cover that gap by their skill and supervision.

171 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) Here the function of the supervisor is like the interpolators, who cover the gap of leadership. C. At the lower level of the organization, the main target of the leader is to find out the best ways to utilise all the available resources of the organization. It is often seen that mainly in operative level, there may be some vital resources, which remain unavailable to the leader. Even he has to make an honest attempt to attain the mission and goal of the organization with those resources which are only available to him. Some authors of Administrative theories have opined that the role of leader is not limited within the boundaries of organization, where individuals are only considered either as worker or as an official staff. The authority goes beyond the boundaries of the organizational staff and worker, and touches the periphery of their family and social life. Psychologically social and familial motivations also have a substantial bearing on the working life of an individual worker. In this context, the leadership and its basic character can be distinguished between two different but internally related types : Transactional or performing role, and Transformational or role through which leader change an individual to a eligible working force with necessary skill for performing the assigned duties. The performing role or transactional role of leader gives prizes, rewards, promotional benefit, reallocation of more important responsibility etc., as a token of appreciation and skill of the workers. Efficient and effective transactional role of a leader, certainly improve the mentality and working habits of the workers, which in turn improve the working environment of the organization. It also improves the general performance level among supervisory and subordinate staff, because the transactional nature of the leader helps the worker to satisfy their needs and desire. Leader by his transformational role, changes an individual to make him skilled one. This character of a leader in a very nuance way changes the interpersonal, interdepartmental relations between supervisor and subordinate, and the mission and goal of the organization. Prof. Warren Bannis, in his one of the Article ('Transformative Power and Leadership' in Thomas J-sergiovani and John E Coreally [Eds] Leadership and Organizational Culture: New perspective on Administrative Theory and Practices, University of Illinois Press, 1984) wrote that, "Transformational leadership is the ability of the leader to reach the souls of others in a fashion which raises human consciousness, builds meaning and inspires human intent that is the source of power." Thus the transformational role of leadership controls the instrumentality of action and simulation of coordinational action.

172 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) 4.12 Leadership and Group One of the basic criteria of a leader is to activate the group functions within his organization. Leader personally does not create any group, but plays the role of an instrument for functioning of the group activity with the mission and goal of improving the performance of the organization. Researchers of behavioural science opine, the power or ability of the leader to make the function of the group effective for the mission and goal of the organization, is essential for organizational success. So researchers on administrative structure and function, primarily focus their attention on the ability of leader. There are four dimensions that can help one to measure this ability. ? First : Leadership from the very beginning of initiating the process of implementing program and mission of the organization encourages and promotes closer and satisfying relationship among the member staff of the organization. Close relation among staff is an extra motivation among them to involve their skill and ability to work with the declared mission and goal of the organization. ? Second : Sense or feeling of self importance and self contribution in achieving the goal and mission set by the top policy maker or leader, is a vital motivation to a workers to exert one's own skill to the optimum level. There is no doubt about it, that such self extensional motivation of a worker is considered as an asset to the organization. Leadership has certainly a positiv role to create this feeling among the members of thee organization. ? Third : Workers at the initial stage, require motivation for work according to the interest of the organization. It this stage, the basic role of leader of an organization, is to encourage the members to employ their best ability and skill towards organizational mission and to work for its fulfilment. Basic expectation from a leader of an organization is that he would take control over the psychological gear of organization to steer the members of the staff to work for increase of productivity of the organization. ? Fourth : Leader, as a top policy maker of the organization, determines the policy and mission of the organization. At the same time leaders takes initiative to make all resources and other technical means require attaining the goal and mission of the organization. The successful work performance and application of optimum skill of the workers largely depend upon the availability of resources and scope of applying the skill. To fulfil this criterion, the leader is expected to look into some vital aspects related with the successful implementation of organizational plan and program, like easy and continuous supply of input

173 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) materials, necessary technical and administrative support, required fund availability. These and others are essential for the success of plan and program and mission of an organization. 4.13 Conclusion Hierarchy, as an administrative structure, is universally accepted by small to large organization. Different organizations have applied the structure in their own way, considering the needs and purpose of their organization, to arrange their administrative activities. Basically the structure signifies the relationship between superior and subordinate, and form number of levels of responsibility with post and position based authority. Both responsibility and authority are vested on incumbent through descending way and ended through ascending process; it comes from top to bottom and the result moves from bottom to top. So it is built up on an effect of many different individuals who are at the end, remain chained within the triangle of the hierarchical structure.

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Both in the single unit organization and in a complex large scale organization, the

structural pattern is arranged hierarchically and work schedule. The responsibility is divided on the principle of hierarchy. The individual, being incumbent within the organization, are arranged in grade, position etc. Max Weber described it as, "

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The organization of offices follows the principle of hierarchy, that is, each lower office is under the control and supervision of higher one." So hierarchy is a

rank and position based structure along with

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a descending scale from the top to the bottom of an organization.

To sum up the concept 'leadership', it can be said that the existence of leadership depends on the existence of followers or subordinates. So both leader and followers or subordinate form a 'dyad' in the organizational structure as well as in its function. Leader initially requires followers whose spontaneous response, will help the leader to create and build up his plan in objective world and would help him to keep his commitment. 4.14 Summary ? This unit studies hierarchy from various viewpoints with special reference to Fayal's Scalar Chain. ? An attempt has been made to indicate the nature,style and bases of influence of leadership.
174 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) 4.15 Glossary ? Hierarchy : A system in which members of an organization or society are ranked according to relative status or authority. ? Coercive : relating to or using force or threats. ? Utilitarian : designed to be useful or practical. ? Normative : establishing, relating to, or deriving from a standard or norms especially of behaviour. 4.16 Model Questions ? Discuss the basic principles of implementing hierarchy in administrative organizations. ? Classify different styles of leadership, with suitable examples. ? Write a note on the differences between traditional structure of hierarchy and Fayol's scalar chain hierarchy. ? What are the problems lying in the triangular form of hierarchy? ? How Henry Fayol has suggested the structural change of hierarchy? ? What are the bases of influence used by the leader to control and manage the organization? ? Define hierarchy in view of its structural form. ? Define leadership in the context of group. ? How the position of leaders can be explained? 4.17 References ? James D Thompson : Organization in Action, (McGraw Hill Book Company, New York 1967) ? A.S.Tanenbaum: Hierarchy in Organization, (Jossey Ban, San Francisco 1974) ? James L. Gibson, John M. Lyawevich and James H. Donnelly : Organizati on: Structure, Process, Behaviour, (Business Publication ? Mohit Bhattacharya: New Horizons of Public Administration, (Jawahar Publishers & Distributors, 2016) ? John Garrett: The Management of Government, (Pelican Book, 1972) ? R. J.S. Baker : Administrative Theory and Public Administration, (London 1972)
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176 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) 176 Unit-5 : Unity of Command, Span of Control, Line and Staff Structure 5.1 Objectives 5.2 Introduction 5.3 Some Advantages of unity of Command 5.4 Arguments against unity of Command 5.5 In defence of Principle of Unity of Command 5.6 Meaning and importance of Units and Agercies 5.7 Line and Staff Units 5.8 Different kinds of Line Units 5.9 Staff Agencies 5.9.1 Features of Staff Agencies 5.10 Relation and Contradiction between Line and Staff unit 5.11 Necessity of Control in Organization 5.12 Control and its Span 5.13 Actual Span of Control 5.14 Span of Control and Hierarchy: Relation 5.15 Conclusion 5.16 Summary 5.17 Glossary 5.18 Model Questions 5.19 References 5.1 Objectives ? To understand the principles of '
Unity of Command', its advantages and disadvantages. ? To study Line unit and Staff unit, and the nature of relation and contradiction between these two units. ? To examine the functions and importance of control in an organization; its actual span and relationship with hierarchy.

177 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) 5.2 Introduction Outwardly the concept, 'Unity of Command' appears to be unassailable by any other system of administration because of its strong theoretical ground. But while this administrative process puts in action in any department or among the administrative behaviour between superior and subordinate, we find some vital exception. Very often, it is found that the order to the subordinate always does not come from a single superior authority; rather, it emerges from a source, where more than one administrative superior take an equal part. Normally sources of authority are built up jointly with administrative and technical personnel. The employee, thus almost in all cases remains responsible to carry out both administrative processes in doing the technical responsibility confered on him. Technical personnel of all organization, in reality works under the co mmand of vertical superior or manager as well as of horizontal manager. So they are, as a matter of fact subject to the dual control of administration. Technical superior from horizontal position, instruct the technicalities of a project, and superior placed vertically controls the administration of the project. Sometimes it is found that for some specific reasons this type of dual leadership are seen to operate in organization. One of the prime reasons for such arrangement is the difficulties in finding a superior or supervisor who is equally able to act as a competent technical advisor as well as is capable to administer working process. But Unity of Command as an administrative process signifies something else than dual leadership or dual command both from horizontal line and vertical line of command. As Henry Fayol defined Unity of Command, it shows that this implies

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for any action whatsoever, an employee should receive orders from one superior only, at the same time every member of an organization should also report to one and only one leader.

The unity of command and chain of command are both corollaries to each other. In both cases, the major principles in both cases are that each employee should have only one boss or

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superior. In other words, it emphasises that no employee should be subjected to the order of more than one superior. Thus it stands for single superior for each person

and their obedience on mono command of the superior. 5.3 Some Advantages of Unity of Command Administratively it is true that the observance of unity of command essentially helps the subordinate to get away from confusion of carrying orders of the superior. Scondly, duality or multiplicity of command for a same job or assigned responsibility, keep the employees under confusion and in a self conflicting situation. In such
178 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) circumstances, any claver and neglectful employee can play the hoax game with his superior by evading the order of one superior against the name of another supervisor's order. This ultimately creats problem to the organization to achieve its goal and mission, and undermines its purpose. One of the prominent advocates of the process of unity of command was Henry Fayol. He asserted that if the process unity of command is not followed by any organization, then the 1. Probability of violating the order would be easy for an employee. 2. The violation of order primarily will undermine the purpose of authority and ultimately it will be the cause of undermining the purpose the organization. 3. The internal staff discipline will be jeopardised. 4. Departmental discipline will be disturbed. 5. The stability of the department as well as of the organization will be disturbed and threatened. Henry Fayol stated 'as soon as two superior,

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wield their authority over some person or department, uneasiness makes itself felt and should be the cause persist, the disorder increases, the malady takes on the appearance of an organization troubled by

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foreign body, and the following consequences are to be observed; either dual command ends in disappearance or elimination of one of the superior and organic well being is restored or else the organism continues to wither away. In no case, is there adaptation of the social organism to dual command'.

So Fayol believed that the multy command is the cause of uneasiness and maladministration, because in most of the cases the subordinate could not follow whom to follow and what to do to satisfy the superior. Decision in administration are taken by the officials who are placed horizontally in the administration, and the plan and future program. Among the vertically placed staff, there are supervisor, equally placed in their horizontal bench from where they do the works with the help of the subordinates, and at the comepletion of work report goes back to the superior. The concepts act in the manner as shown below :
179 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) The propagators of the Unity of Command often make some positive claim in favour of the concept. Fayol's proposition indicates at least three essential problems in dual commanding process in administration. Principal Asked to complete Syllabus to Teacher I Teacher II Teacher III Teacher IV of
180 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) I. Dividing up Authority : Dual command, from the apex source, not only creates problem of obeying the command, it confuses the subordinates, Even when the authority of issuing command becomes dual, the purpose and motive of command also becomes multy faced. This may create problem to the organization to achieve single goal and mission. Thus dual commands not only create confusion among the subordinate staff, it also divides the authority in apex unit of the organization, causing confusion in mission and goal of the organization. II Imperfect Demarcations of Department : Organization generally formed with different departments, dividing the responsibility of serving purpose and goal. To get perfection in result, organizations not only divide its internal structure in different department, it also allocates the function and responsibility of each department, where posting and recruitment of staff are made through scientific analysis of the proposed purpose of those departments. Especial cares are taken on skill of the staff, required for the purpose of the department, so that the recruited and posted staff could understand the purpose of the department. It helps the department to confirm its identity to its clients. So if these persons are asked by the authority to do work, which does not match with skill and compatibility, then naturally purpose of the organization would be failed. So Fayol suggested maintaining a strict line of demarcation of each department. III. Constant Linking up of Department : Unplanned division of function and distribution of those functions between different departments are one of the basic reason of natural intermeshing of work and duties. Such types of intermeshing affects badly the efficiency of the staff in general. It is expected that each staff should know his assignments properly. These principles of working as well as administrative processes were also supported by other thinkers like Urwick or Luther Gulick. They also used to believe that, one person should neither be ruled nor be instructed differently by two bosses or superiors at a time for a single job. That is why, any well-managed administr ation in any organizational unit or frame, in both the government sector or private sector are seen to be controlled by single administrator, and the job responsibility are distributed either to a single man or to any particular unit, headed by one superior authority. Although it cannot also be denied that any rigid adherence to the principles of unity of command, as a ritualistic process, may have its own absurdities. Administration is basically a science of man management, mainly depends on the subjective knowledge and objective efficiency of a worker to understand the order and his capabilities to
181 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) materialise the same. But this quality of a worker becomes

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unimportant in comparison to the certainty of confusion, inefficiencies and irresponsibility which arise from the violation of the principles. 5.4 Arguments against Unity of Command The concept Unity of Command,

as a process of administration is not equally accepted by all the thinkers. Especially administrative thinkers, like Hudson has aptly asked a simple question, that whether this process of administration is possible in a private company or public organization, because organization itself is structured with different layers? One boss one order, in a sense was once possible when administration and organization were not empowered to function in a complex society. So in modern administration, one superior and one order, bonded with a chain of command, is very seldom found. There may along within a department, between staff and superior along the horizontal line many interrelationship above the staff, and this can never be brought under the strait line of command and obedience. So both superior and subordinates are required to work and send report through this complex line of interrelationship. Especially in government administration, there are many superior staying on a virtual horizontal line and subordinate staff cannot neglect any one of them. Thus there are number of thinkers, who advocate the process of dual supervision, (they generally did not use the word 'Command'), which they call 'unity of command'. There are differences between 'commanding' attitude of the superior and supervision of work by the superior's supervisor. However, it should be remembered, that, "Political pluralism views society as composed of competing groups and interest and accepts or recommends that the administrative systemshould mirror those social demands".(Peter Self: 'Administrative Theories and Politics'; S.Chand & Company Ltd. 1981, p.89). There are various agencies or administrative departments, whose prime function is to respond to the demands of pluralistic society. The demands are required to resolve not only through administrative measures, but in most of cases the technical and professional roles are also equally essential. So to reconcile the demands and civil necessities, dual supervision is essential as a recognised process of supervision. The supervision is concerned with the professional competence in performing the assigned Job. Herbert Simon, in this context, very categorically mentioned that Unity of command, in its very process conflicts with the principles of specialization. According to him one of the most vital task of an organizational authority, is to include the specialised knowledge, as much as possible, in the decision making process. Each decision taken
182 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) by experts of different wing will be rational and the involvement with the decision making process will be increased. Simon gave an example of an Accountant and of a Teacher of an Academic Institution, and he compared and tried to find out the link. It would be wise for a theacher to utilize the fund in consultation and guidance of the accountant. Simon comments that unity of command down the relation between technical dirctor and administrative director.The unity of command by its very technical characteristics always ensures the command of a single person over his subordinate with single intention that only his order would be carried out. Even more, the single authority will also be empowered to enforce his order with the expectation of mono dimensional obedience. F.W. Taylor also rejected the concept or principle of Unity of Command, as it is ‘‘military type of foremanship or supervision" which is not applicable in a civil organization, where a worker or employee normally work under at least a group of minimum eight supervisors, which he denominated as : (1) Gang of

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Boss; (2) The speed Boss; (3) The inspector; (4) The repair or maintenance Supervisor; (5) The order of work and route clerk; (6) The instruction clerk; (7) The time and cost clerk; (8) The shop disciplinarian.

Of these eight categories of supervisor first four types of supervisor directly work and involve with subordinates in the factory, while last four categories operate from the planning room, sending their orders or instructions in writing. These processes objectively facilitate the unification of different type of supervision and on the other hand, enable to divide the functions of supervision among different departments. 5.5 In defence of Principle of Unity of Command Of course there are also some arguments against defects of "Unity of Command" shown by different writers and thinkers. Essentially the basis of administrative theories have divided the total working strength of an organization into two different units, line unit and staff unit. The members who are technical experts in administration do not really exercise any independent authority and rather they remain concerned with the technical work only. This staff section mainly works as advisors, helper etc. of the administrative line staff and this unit in fact exercise the authority and control. So if we consider this division in administration, as an important part, then there is no violation of the principle of unity of command. The fact is that the administrative chief may not even know or understand what the technical experts in their several lines are doing or demanding.

183 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) Further, it is argued that order from different superior to subordinates do not violate the principles of

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unity of command. The principle of unity of command is

only violated when a man receives an order on some matter or issue from more than one superior. Thus the approved violation of principle of Unity of Command disappears upon a more minute, and detail analysis. Of course there may arise sudden and occasional violation or overlapping of orders, and there may also create some temporary conflict between various kinds of supervision, but if we think of them in detail, we will find that it is not impossible to demarcate the proper areas of each superior. 5.6 Meaning and Importance of Units and Agencies By the term "Unit" we mean the lowest or subordinate part of division or subordination as a whole. From this point of view "post" or "position" is the lowest unit on which the structure of organizations are built up. And the organization on the other hand, is the summation of different post and position, which acts as an interrelated part within the structure of the organization. Although unit primarily means the smallest or lower post, but it is often use to mean a section and some type of nature of job or responsibility. There are two types of units in an organization, and they differ from each other especially in two respects: (1) in kind or quality, an (2) in size or comprehensiveness. The differences of kind or quality arise from the nature and character of job or function, it performs. Similarly, differences in size or comprehensiveness are decided by the position of post and responsibility in the organizational hierarchy. However, the general explanation or organizational structure, as we use to give, is that, administrational structure is built up with three types of agencies: Line Unit; Staff Unit; and Auxiliary Unit. The line of distinction between these three types of administrative units are drawn in view of the nature of work done in the administration. The

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line agencies are directly involved in the process of achieving the purpose of the organization

the staff unit performs the role of advising and assisting the activities of the staff of line agencies. The auxiliary agencies provide common housekeeping services to the line agencies. Like staff agency, auxiliary agencies also assist line agencies. Auxiliary agencies is not an advisory body, it assists line agencies by providing their daily requirements like tools and other necessary aid to perform their duties. Their purpose is to help the line agencies to help in accomplishing the organizational mission. The staff belonging to auxiliary agency do not come in direct connection with the clientele. But there is some differences of auxiliary agencies with that of staff agencies.

184 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) 1. The staff agency advices and assists the line agency, while the auxiliary agencies provide common housekeeping services to the line agencies. 2. The staff agencies do not have any direct responsibilities in accomplishing the purpose of the organizations. Although the auxiliary agencies do not give any advisory instruction or they are not directly related with the clientele, but they have to bear operating responsibilities because they remain in charge of doing the housekeeping role for the staff of line agencies. 3. Staffs of staff agencies have neither the authority of exercising command on the line agencies nor have direct role in making decision on the purpose and process of function of an organization. But the staff of auxiliary agencies exercise limited authority and make decision in their own sphere. 4. However, although the staff agencies do not take direct part in performing the organizational purpose - based activities, but they have multiple types of other functions and their working jurisdiction is much wider than the auxiliary agencies. The auxiliary agencies are mainly concerned with the function of providing of aid to the line agencies, to maintain the normal and smooth functional process. L. D. White mentioned and discussed it in detail in one of his articles on Function of administration and role of staff, line and auxiliary agencies' in accomplishment of functional process of the administrative organization. L. D. White mentioned that, organizations primarily build an age - old relation between superior and subordinate, and the staffs are categorically arranged follo wing the norms and pattern of skill and efficiencies on a particular specialized area. The norms of arranging the central hierarchy, comprises the line staff on the one hand and staff assisting the line on the other. There are various units, concerned with advice and assistance and preparatory operation, of which a group of staff get involved with advisory functions, while other group are doing the housekeeping activities, which are called auxiliary staffs. The line comprises the central element of any administrative organization. The staff and auxiliary agencies are mostly essential in a large and" complex organization, but generally we may see that in a complex organization, the staff agencies and auxiliary agencies are outwardly considered as, secondary in nature. They are formed mainly to serve or help the line agencies to fulfil the purpose of the organization. In some occasion line units are called, the staffs, directly related with the purpose of the organization', while staff and auxiliary agencies as, 'staffs indirectly related with the organization', to keep the functioning of the organization constantly operative. In view of the position and role of the Line and Staff units in an organization, it

185 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) can easily be felt that both are inevitable and inalienable part of the organization, but their 'direct' and 'indirect' role with the purpose of the organization have made their role contradictory, and it has become a problem for an organization to maintain a balance in such contradictory relation between these two units. The right adjustment between line and staff, constitute one of the major difficult area of management. It is fact, that, if any management successfully can establish a coordinating relation between line and staff, then the achievement of purpose becomes easy for an organization. Staff and line have their own hierarchical pattern in organization, and their hierarchy does not play or impose their authority horizontally over each other. Only at the top, where Chief Executive or Director operates, there both these units horizontally come closer to each other. So staff and line are actually a typical characterization of authority relationship, and not departmental activities. 5.7 Line and Staff Units Within the structure of administrative organization, both line unit and staff unit operates simultaneously keeping the mission and purpose of organization in their sight. Basically their functional difference is qualitative, not quantitative. By function, we do not mean only their activities, related with official responsibility. The function of an organization is more abstract and fundamental which brings the 'state' like abstract concept, real to the general public through its service activities. State appears to the society through its service for initiating and spreading of education, health, defense, communication, and trade for the better growth of country's economic strength. These service orientation as well as economy, agricultural service oriented works are done by organizations, where both line and staff units work as a complimentary elements to each other. A tentative diagram may be drawn to identify staff and line unit separately as well to show the point of their meeting where both unite as factually complimentary. James Mooney divided the functions of the Constitutional society in three different segments: Legislature, Executive and Judiciary or advisory or assistance functions. The line function mainly deals with the execution of policy and program determined and decided by the legislation unit of the government and in the process of execution of purpose and program, the judicious assistance and necessary advice given by the third unit. So in a simple way of expressing the function and processes of these two inalienable units of organization, we can make the statement that the line unit is the unit of execution and remain involved opening or producing of various services, which people always expect from the government, and in this process of execution

186 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) staff unit gives its advice and provides necessary assistance to line for keeping the production system operative, as well as to people to train them how to enjoy those governmental assistance for their benefit. Staff unit does this through planning, research, coordination among the demands of the society and finally supervision on the distribution of service output created by the line unit. When both these efforts of two units coordinate and complement to each other, the government as a whole gets the power to fight back against the health problem. Sections Individual Post

187 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) During 90's of the last century, the Prime Minister's Secretariat in Indian administration was gradually upgraded to the layers of Chief advisory department. Few other departments like Planning Commission, Department for De Industrialization, etc., act as Staff agencies. They are mainly concerned with advice and assist the function of the Prime Minister and line departments in various ways. In fact, the existence of such departments and their functional process are vital examples to us to understand the difference between staff agencies and line agencies. Although there are some clear points of distinction between line and staff agencies, even then, these two units are not seen to be organized separately. Both of them coexist with their importance and with their respective boundaries of functional process in a department, or, in other words, departments are built with those two agencies. So the existence of either staff agencies or line agencies cannot be found singularly in any department. Even an outsider will be, in many cases, able to understand, with which agency, the department is actually functioning. In reality, department works with its staff, which are outwardly not, separated distinctly in staff or line units. But within the department, their particular nature of job signifies their character as line staff or staff unit's member. There are also different types of staff function, which some thinkers, distinguish between three varieties: (a) general staff; (b) technical staff; (c) auxiliary staff ; business administration recognizes four different kinds of staff works and units, namely, (a) control; (b) services; (c) coordinative; and (d) advisory. 5.8 Different Kinds of Line Units As we have drawn in the diagram, Line units have three varieties : (a) Department; (b) Government Corporation Department; (c) Independent Regulatory Department. These distinctions have been made on qualitative basis. But these distinctions are not absolutely functional, but there distinctions are structural and relational. One of the important varieties of line units in India is "The Department". The department is the largest unit and traditionally accepted unit of line. Until recently, the whole line agencies were under the structure of department. Even today, the bulk of the functions of line unit are done through departmental structure. The basic characteristics of departmental structures were total subordination of line staff to the Chief Executive or Director of the Departments. Director establishes his link of authority even up to the lowest employee. It is this absoluteness and continuity of control from top to bottom, facilitating the maximum of unification and coordination, which is responsible for such a wide prevalence of the departmental organization.

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188 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) Other two types of varieties are generally not found in India or any other newly Independent (during 40s to 50s of 20th Century), or partially feudalistic economic pattern, where the Government are still accepted the constitutional responsibility to provide number of socio- economic services to the society in general. However, there are certain unique features of line agencies, which specially differentiate it from the functional process of staff agencies. The prime characteristics of Line agencies are that, it mainly bears the responsibility of accomplishing the main objective of organization. For that, line agencies are required to carry out directly the functional processes of organization. Line units also put their total control and leadership in the functional process. However, for the benefit of accomplishing the objectives of the organization, the Line Units are having full authority to make decision and issue necessary directions to the concerned staff. The Head of the Line agencies take full control on their staff. The functional processes of the Line staff are directly related with the services of the social people in general. These services include education, health, transport, etc., directly related with consumers' benefit, etc; they are very closely related with the daily life of the civil societies. To perform and monitor those functional processes, the line units are required to maintain an executive set up in its organizational frame, either in the form of department, or section or sub-section or even in the form of government or independent corporation, which divide the responsibility of accomplishment of service. This division of functional process is done following a definite plan and program. But above all these divisions of departments, sections or subsections etc., are ultimately steered by the Chief Executive from above, and he controls and manages the efforts and skill of his subordinate by a plan and programme. This plan and program stays above every other plan and programs at subordinate level, which are ultimately formed by the direction of the plan and program determined by the Chief-Executive. This total control is materialized through, (1) making decision; (2) taking responsibility; (3) interpreting and defending policy and operation; and (4) maintaining production and seeking efficiencies and economy. 5.9 Staff Agencies By the nature of formation and related working pattern, Cabinet Secretariat, Prime Minister's Office, different Cabinet Committees, Planning Commission, Department of Economic Affairs, etc., are some of the inalienable parts or units of Staff agencies. The staff agencies have certain basic characteristics, which make it different from the line agencies and their function process. It has also three structural varieties, these are,

189 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) (a) General Staff; (b) Technical staff; (c) Auxiliary Staff. These varieties have some characteristics features which made staff agencies separated from Line agencies. 5.9.1. Features of Staff Agencies I. Basic functional processes of staff agencies are supportive and advisory. Its function is to provide all sorts of support and assistance to the staff of line unit. So support and assistance based on organizational framework, is one of the sources of beginning the functional process of Line Units. So these two inalienable units cannot be thought separately. II. Staff actually do not enjoy the privileges of making or materialize the decision, even do not enjoy the authority of issuing order and directives to the members of Line Unit. The role of staff agencies is, as we mentioned earlier, `advisory', but in the process of giving advice and assistance, they, in many cases do influence the authority in its process of making decision for accomplishment of the purpose of the organization. III. As the staff agencies remain involved with providing advice and assistance to the Line Unit, they do not have any scope to come in direct contact with clientele of the organization. For that staff units are enjoying the- privileges of being autonomous. It is said, that members of staff agencies enjoy a passion for their role as well as for their autonomy. In connection with this features of staffs agencies, a few important functions are attached with its domain of activities. These are : A. The primary function of the staff agencies is to provide information and assistance to the Line Unit. For that, the members of the staff agencies collect information and scan it before forwarding it to the Chief Executive, Departmental or organizational Research Units etc. This naturally ensure the Chief Executive, that he is taking decision or action on the course of action for organization, after being aware on adequate information on current problems and demands of the clientele. B. Staff agencies have two basic important and prime jobs, (1) It advises the executive in making decision, and (2) it assists and helps the Chief Executive or Director of the organization to foresee problems and planning on future programme. The advice and assistance also help the executive to ensure that, the matter which will come out from his decision will promptly and effectively. protect him against any hasty and ill judgment, because the decisions are taken on the basis of meaningful advise of the staff agencies.

190 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) C. The staff agencies also perform supervisory jobs and prepare progressive report of the works that are going on. It forwards the same to the Chief Executive or Director for their perusal and for thinking on future progress on functional process. Thus reporting and preparing note on the progress of work, naturally help Chief Executive or Chief Supervisor to make decision on implementation or rectification the functional process of Line Units. This also helps the superior at the apex, to exclude unnecessary matter that create future problem. It initiates and motivates the staff of the Line Unit, for successful accomplishment of plan of the organization. So some time such comments are made that Staff and Line Units are actually the "alter ego" of the Chief Executive of any organization, which seek to accomplish some goal or mission. D. The staff agencies assist the Chief Executive in his administrative work because it helps him to collect information from different sources. Especially it keeps watch on the function and speed of work of Line Unit. It is said that the staff units actually perform the function of a filter and funnel to the Chief Executive. Technical Adviser unit is also a variety of staff agencies. The prime function of this unit is to provide technical advice to the Cheif Executive, especially on technical matter. It also helps the Chief Executive to make necessary staff arrangement to supervise the technical matters on behalf of the Chief Executives. This special wing of staff units are also known as special staff or OSD (Officer on Special Duty), who are generally transferred from different general staff unit for any particular type of job. They form the technical staff group in the General Department. E. These technical staff are actually doing a major part of the "House Keeping Job or Services". There are few important departments which are mainly doing vital works, which are not directly related with social clientele, but the government cannot avoid those functions, as these jobs are indirectly related with the social reliability of the government. These departments are, Law Department; Finance Department; Information and Broadcasting Department; Audit Department Parliamentary Affairs Department, etc. These departments are the essential part of staff agencies of the Government; some of their functions are absolutely technical in nature. These departments being the important part of the government give necessary advice to the Line Units in the process of the effort to accomplish the purpose and mission of the organization. But in spite of their functional and technical importance, they never serve the social clientele directly, like Line Unit staff.

191 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) F. Although auxiliary agencies are part of the staff agencies, and perform almost the same function like the staff of the staff agencies within the structural framework of organization. But the point where it differs exactly from an ideal staff agencies, is that the members of a few departments (name of which have stated above), apart from giving advice to the staff agencies, they also take a role and responsibility in operating part of the Department. 5.10 Relation and Contradiction Between Line and Staff Unit Traditionally in administration the co-existence of Line Unit and Staff unit is itself a contradiction within the Organization. These contradictions sometimes reach to the extent where it appeart as an almost A unreasonable and irresolvable controversy on the issue of their importance in the functioning of the organization. The controversies are also on the issue of identification of the domain of their activities within the organization, as well as on their role in accomplishing the goal and mission of the organization. The issue has generally been commonly described by the thinkers, as, 'the Line units are directly related with the functions of accomplishing the purpose of the organizations, but the success of their attempt of accomplishment depends on the assistance and advice along with the housekeeping activities of auxiliary units of the Organization. So no unit can singularly be the performer of the mission and goal of organization. It is a collaborative work done by the united efforts of all the sections and units of an organization. One very simple example is the working of Irrigation Department, where Engineers are directly engaged in building the Irrigation Dam, following the sanctioned Plan and Drawing and estimated cost. These team of Engineers and Supervisors although directly belong as Line Unit Staff. Procurements of material, as per the demand schedule of the field of operation, are actually done by the staff of auxiliary and staff agencies, under the supervision of technical assistance of the Staff Unit. On the second phase of the work the procured materials are kept in the ware house, where the stock of materials are maintained strictly following rule and schedule of the organization. These works are also done by the staff either of ‘staff unit' or ‘auxiliary unit’. Thus traditionally line units are directly related with the functional procss of the organization, while the Staff and Auxiliary Units mainly play the supportive role through providing necessary assistance or by doing housekeeping activities. But neither staff nor auxiliary units deal directly with the demands of clientele of organization. The functions of the Line unit, on the other hand, run vertically and uninterruptedly, and always touch the bottom line, clientele, of the society.

192 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) Luther Gulick once described the functions of the staff unit, by using an unused pretty one word which by itself does not carry any meaning, or so to say the word is actually a meaningless word combines the first letter of different functions of staff agencies. The word is P O SD CO R B. The word has made with the first letter

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of the following meaningful word : P = Planning; O = Organization; S = Staffing ; D = Directing; CO = COrdinating; R = Reporting; B = Budgeting.

These are the functions, which are actually done by the staff agencies, as we discussed earlier, can be classified into three broad categories: Advisory, Assistance and Housekeeping. On the basis of these classified work of the staff units, three types of departments or staff function have been identified : I. Personal Staff : It includes those staff members who are generally It with daily office work, keeping daily schedule of working, schedule of meeting among superior authorities, or between the supervisors of different unit and layers, maintain engagement schedule of superior authority, reviewing or receiving messages on behalf of superior officers and issue and circulate orders and instructions of the superior officer to his subordinates in the departments. In a word the function of personal staff is like the function of the Personal Secretaries of P.A. 2) Specialized Staff : The major functions of the specialized staffs are to look after personal administration, maintain personal service records of staff in general, including the staff related with Line Units. Apart from that they also look after the cash collection, maintenance of Accounts and supervise the Budget allotment for any particular working scheme as well as the Budget regulation for the department as a whole., maintenance of Store Accounts and supplies of essential requirements. 3) General Staff : General staff basically assists the Chief Executive in his process of implementing the policy. For that they gather data and analysis it to prepare report on it for the executive. In a broader sense the general staff mainly do the housekeeping activities. Outwardly relationship between Line Unit and Staff Units is not always happy in many organizations. The tendency of the staff of the Line Unit is either to suspect or to dominate the staff Unit members, which are usurping their legitimate power and authority and responsibility of the member staff of the Line unit. The members are in habit of using the advantages of being closer with the Chief Executive. Even it is alleged that staff Units on some occasion, showing down their influence and power

193 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) in procuring the stock materials and sometime try to disturb functional efforts of the Line Unit either by slowing down or stopping the supply of materials require for any project. The Staff members have also an indirect control' over the Budget allotment. They even try to spying over the activities of the staffs of the Line Unit. The perspective in an organization is that the staffs for their position generally remain outside the main functional boundaries of the organization, where as the function of the Line Unit staffs begin with the accomplishment of mission and functional goal of the organization. As for example, Teachers in an Academic Institution mainly deal the functional job of imparting knowledge and testing the position of its clientele (in this case Student) through academic Examination etc., while the office staffs (members of Staff Unit) remain busy with daily maintenance of the Institution only, without having any direct relation with the Students or clientele of the Institution. Hence the positions of these two Units are not identical either with the mission and goal or with the clientele. This is the main cause, why both the Units of the organization generally try to maintain their own single dimensional track, and do not bother for other's dimension. Even on any time, any wrong or worse happen to any organization for any social, political or judicial reasons, the Staffs of Line Unit at the first instant put the blame on the members of staff units and very tactfully try to keep themselves away from any sorts of responsibility. Sometimes this conflicts between Line Unit and Staff Unit, are became the cause of unnecessary delay in making and implementing decision and plan of any organization. And it is especially true for a governmental organization. There are numbers of such stories and fact that the engineer, designers prepare a useful project, along with its probable budget. Then they send it to the finance department for necessary sanctioning of the estimated fund. But on many occasion Finance Department, silently keep it pending for their own reason. Later this delay in giving sanction of the fund, may cause hike in the estimated cost, submitted before. Even then these two Units are inalienable and unavoidable part of an organization. But keeping their inner differences and uneven competition, newer modes of integration are being suggested by many administrative thinkers, and their intension is to lower the range of competition and complexity in relation. 5.11 Necessity of Control in Organization The discussion on decision making or communicating the decision to all concerned corners of the organization and structural units, are actually flow through "Controlling

194 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) Machinery" of an organization. So long the size and span of organization remain limited, the control device remains as a normal part of the organization. But with the expansion of the size of organization and extension of its scope, span and activities, the necessity of building up the control machinery with extra leverage and importance become an essential part of the duty and planning of the apex body of the organization, where plans and actions are determined and thus circulated to the subordinate level. in fact the superior apex body, with the extension of organization and its work and responsibility, also do it with necessary urgency. Outwardly, the word control and its span of activity denote a negative feeling and restricted activities of the member staff of the organization. But none can deny the importance and necessity of implementing control devices especially as a means for checking and verifying organizational goal achievements, via, production of intended result. Primarily, control is a technical device which always put forward the logic of its own application. Initially it does not create any physical resistance, rather its aim is to implement control through technical and well designed declared means or by framing new rules of the organization. Essentially control is a technical means in an organization which is used to achieve and fulfil the goal, mission and purpose of the organization. The existence of control device evokes different kinds of responses from the human participants in the organization. The prime intention of control is to maintain a stable line and speed of progress in the organization, and with that, the other purpose of control is to guard the functional process of the staffs, from experiencing any type of failure, or deviation from accomplishment of goal and purpose. To ensure the success of organization, the control machinery from the very beginning assured to maintain the standard of total workability of an organization. The prime aim of this effort is to establish the reasons or justification of the organization for serving the social needs. 5.12 Control and Its Span Control is a type of supervision which is made by a superior authority on the work performance of subordinates. Thus the control in any organization is established following the scalar method, where superior supervises and controls the activities of subordinates. Now the questions on which most of the discussion on control or span of control revolves round, are, how many subordinates can be supervised with equal observation by how many number of superior supervisor? The ability and span of control mostly depend upon the total number of employees at the bottom, to be supervised and controlled, and the number of subordinates upon which each supervising

195 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriction (Dt. 17.10.2022) officer can effectively supervise. A hypothetical calculation may be made in the following "step based" diagram. A) One Inspector General of Police (Is Expected to Control Greater than or Equal to < =) ? Six(6) Deputy Inspector General of Police B) One Deputy Inspector General of Police (Is expected to control or supervise effectively on < =) ? Five (5) Superintendents of Police.(06 × 05 = 30) C) Thirty (30) Superintendent of Police (One (1) Superintendent of Police is expected to control and supervise effectively < =) ? Five (5) Deputy Superintendent of Police : (30 X 05 = 150) D) 150 Deputy Superintendent of Police (One (1) Deputy Superintendent of Police is expected to control and supervise effectively < =) ? Six (6) Inspector of Police : (06 × 150 = 900) E) 900 Inspector of Police (One (1) Inspector of Police is expected to control and supervise effectively <=) ? Six (6) Sub-Inspector of Police : (06 × 900 = 5400) F) 5400 Sub Inspector of Police (One (1) Sub Inspector of Police is expected to control and supervise effectively <=) ? Six (6) Constable in an Out Post : (06 × 5400 + 32400) Note:- Here the Control Span has been distributed in group of Five (5) up to the level of Superintendent of Police/ And below the layer of hierarchy of Superintendent

196 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriction (Dt. 17.10.2022) of Police, the limit of the span of controlling group has increases to Six (6) from Five (5). Some time new posts with separate designation are created, to divide and lessen the burden of work and responsibility. But when the separate designations are created, the expansion of control span also increases. A) One Inspector General (One (1) Inspector General is expected to control and supervise directly maximum < =) ? Six (6) Deputy Inspector General : (01 ? 06 = 06) B) Six (6) Deputy Inspector General (One (1) Deputy Inspector General is expected to control and supervise directly Maximum < =) ? Six (6) Assistant Inspector of Police (06 × 066 + 36) C) Thirty Six Assistant Inspector of Police (One (1) Assistant Inspector of Police is expected to control and supervise directly maximum < =) Six (6) Superintendents of Police (06 × 36 = 216) D) Two Hundred Sixteen (216) Superintendent of Police (One (1) Superintendent of Police is expected to control and supervise directly Maximums =) Six (6) Deputy Superintendent of Polish : (216 × 06 + 1296) E) One Thousand Two Hundred Ninety Six (1296) Deputy Superintendent of Police (One (1) Deputy Superintendent of Police is expected to control and supervise directly Maximum <=) Eight (8) Inspector of Police: (08 × 1296 + 10368)

197 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriction (Dt. 17.10.2022) F) Ten Thousand Three Hundred Sixty Eight (10368) Inspectors of Police (One (1) Inspector of Police is expected to control and supervise directly Maximum <.) Eight (8) Sub Inspectors of Police: (10368 × 08 = 82944) G) Eighty Two Thousand Nine Hundred Forty Four (82944) Sun Inspector of Police (One (1) Sub Inspector of Police is expected to control and supervise directly maximum<=) Eight (8) Constable (82944 × 08 = 663552) Approximate Number of Constable 663552 5.13 Actual Span of Control The main question in administrative process is how many persons' work a supervisor can effectively supervise. Thus the main problem in 'span of control', as we understand or like to guess, is the number of subordinates what an officer can effectively supervise. It is also an admitted fact, that there is a limit to the span of control of every office bearer, either superior, or supervisor or subordinates. Some analysists called it a psychological problem; even then they agree that none can attend more than a certain number of subordinate at a time. The number, to which one can successfully attend and can effectively control their job, is one's own span of control, and capacity to enforce control. So span of control is in other word, span or capacity of concentrating attention, and the ability of applying that concentrated attention to the work of supervising other's job, performances etc., and thus to put control over the subordinates. Authors and their analysis of administration have never been agreed about the exact limit of span of control. Most of them advocated that in civil administration one can effectively supervise six to seven subordinates at a time, especially when their work pattern are seen either to be interlocked or interrelated. But theorists have agreed to the point that in case of simple, normal or routine work, the number of object of supervision may; be raised from seven to eight or ten subordinates at a time. But this cannot be a regular incident, that one supervisor could easily supervise the work of eight to ten subordinates, working on different technical platform. However, it is often

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198 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) seen that the Chief Executive could supervise ten to twelve subordinates in different layers of the hierarchy, without being excessively burdened. A. Span of Control and capacity of enforcing the power of control, does exist at each level of supervision and it should be kept limited and cannot exceed or cross the normal limit of human being. When mechanically we increase number of subordinates, we also mathematically increase the numerical complexity in the combination of relation with the geometrical progression of administrative control. So a span of control universally exits and control be transgressed with impunity. B. This has to be accepted that control and its use and implication as well as its span, depend and veary with four different factors, like, (a) functions and its nature on which the span of control is extending; (b) personality of the individual who is in reality imposing the control; (c) time— that is when and on which, the span of control is using. So the intensity and character of control varies with four factors: (1) Function; (2) Personality; (3) Time; and (4) Space. Luther Gulick described these four factors as, (i) 'Function of control is largely determined by the type of work; (ii) personality refers to efficiency and effectiveness of the supervision; (iii) time indicate the age of the organization, because, the character of implicating or using the method and technique, control largely depends on the age; and lastly (iv) space implies the place where the work is to be supervised and where it is located.' It is easy to control those whose works are homogenously interrelated. As for example the work of engineers or the supervisor, who supervise the engineering works can be controlled more easily than groups of workers, where working relation has been framed with heterogeneous nature of work (as for example, where some are engineers, others are medical practitioner and others are Educationist. It is generally presumed that, imposition of control is much easier in a homogenous group rather than in heterogeneous group, where people of different interests and skill are assembled. It is also believed that, the task of supervisor to impose his control becomes easy when the functions of the group are limited by the routine work. But the imposition of control on those groups who are dealt with some unique and un-routine work, which are heterogeneous in nature. This is because, the necessary 'change over' time from one mental frame of reference to another, substantially reduce the forces of control span. C. Sometime we may find some interpersonal relations between the workers. It is said the interpersonal relation between supervisor and supervised, influence the workability of control of supervisor over supervised subordinates. But there are also such examples where the supervisors intentionally try to establish
199 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) relation with his supervised staff giving some personal touch with it. On many occasions this interpersonal relation works effectively to work out the span of control, especially during any sort of crisis period. D. The quality and time span of control is also dependent upon the nature and quality of supervised staff. The supervision on the work of a group of efficient, energetic and gifted workers is much easier than implying the control over any less efficient, energetic and partially or fully unskilled workers. As regards the time and use of controlling process, the method can be more rapid and effective in an organized sector, which has established earlier and acquire a long experience of maintaining its functional process. E. But in case of newly established organization which are still in the process of forming its structure, as well as in the process of establishing the rationale of its function in society, the precedents of control and methods of implementing and establishing as norms and system of organization are absent and workers remain partially informed regarding the rules and regulation of serving the organization. So workers are also used in the process of being controlled by the partially formulated norms and system. F. It has been suggested that, the supervision becomes easier and quicker and effective, if the subordinates, who are to be supervised, stay or work under the same roof with the supervisory units. Thus the span of control varies with four essential factors, like, function; personality time and space. But in modern age we are, on many occasion experiencing some radical change or revision of idea of control and its span. These changes are mainly due to the following factors:- 1) Recently most of the maintenance based and project oriented IT Sectors have brought a new form of control which are mainly based on mechanism and automation. These automated and mechanised implementation of control mechanism, has changed the older types to a large extent. Bio-technical attendance, CC TV surveillance, Net-Based job, has lessened the personal relation among the staf. All know each other either ID number or through chatting in web-site. Here the location of an employee / developer is not important to the management, because all sorts of working corners and sites are connected through net work and they work through cloud based server operation. The character of administrative management has also changed itself, and presently it is called "human Resource" or HR Section. Now HR Section controls staff management, recruitment and other service related matter. But

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200 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) all these are controlled through automation, as a result the man to man relation has substantially been minimised within the IT based organized Sector or structure, which are mainly non-manufacturing maintenance based job-provider organizations. 2) A new revolution has completely changed the relation between management and other staff of different types and layers. This is best known as "Management Information System" or MIS whose main corporate functions are based on "Customer Relationship Management" job or CRM Job. 3) The demand, for specialist in technical work, Computer based program maker, professionally equipped to maintain program, etc., have been increased rapidly. Their roles are also getting more priority in professional service sectors. The demand for applied computer based technological knowledge has recently been enhanced and demand for core-based technology have been substantially decreased. 5.14 Span of Control and Hierarchy : Relation The control over the subordinate actually emerged from the apex body of the administration, which gradually comes down to the level of subordinates at the lower rank. The hierarchical order and span of control have some administrative relationship as well as similarities in operation. Structurally hierarchical administrative structures use the control mechanism on subordinates and obviously judge the capacity or span of a supervisor to enforce his control over his subordinate. Any wrong calculation of superior, staying at the apex, may cause disruption in functioning the normal and expected functional process of the organization. So for this reason, the number of levels in hierarchical, (or sometimes called 'Scalar'), organization depends upon the span of control of a superior officer. Sometimes superior authorities, for the sake of close and face to face control, narrow down or decrease the number of subordinates by increasing the number of supervisor in the chain of hierarchy. Naturally the organization intentionally narrow down the span of control, then the number of level of supervisor increases and that increase in number makes the structure of organization, comparatively taller than the previous-one. So many changes in the pattern of span of control instantly bring change in the structure of the organization too. Equally, on the contrary, when the span of control widens that is, when the span of supervising area are being widened and in consequence of that, when the number of supervisor decreases, the structure of the organization also becomes flat.

201 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) Theoretically span of control is also related with span of attention, that is, the capacity of a supervisor to keep constant or necessary watch on the works of the number of subordinates. Even social and a administrative psychologists admit that each individual has a special and separate capacity to administer. This capacity is neither unlimited nor determined or stretchable to the extent of wish of the supervisor. So it is difficult to frame an unique number or boundary for each supervisors. Rather the superior authority before framing the structure of span of control, should judge his supervisor separately before assigning the responsibility of control. According to some administrative theorists, there is a limit to the number of things one can attend to at a particular or same time slot. To explain the above differences, we may site the example American, theorists, who generally believe that one supervisor could supervise minimum three (3) to maximum five (5) subordinates at a time. But the British administrative theorists found that a supervisor can supervise the work of five (5) to six (6) subordinates at a particular frame of time. In general, the administrative theorists of different countries, to name some of them like, Lyndall, Urwick, or Luther Gulick, believe that the capacity of controlling the subordinates varies on the layer of operation. At the higher and technical level, one technician or technical supervisor can effective supervise five to six subordinates at a time. In case of unskilled workers, the capacity of supervisor automatically raises to the extent of ten (10) to twelve (12) subordinates staff workers, because in such cases the supervisory work is simpler and more routine oriented. The working spans of Chief Executive or Directors are something different. They are not only required to supervise the work of his immediate subordinates, but they also keep watch over the functioning of the total organization. The span span of control can more easily be handled and extended, if the system of regular reporting of the subordinates to their superior supervisor is implemented. This will naturally increase the relational dialogue between subordinate and superior. Actually, supervision and control, both are, not only related with vertical dialogue between two ends, but also supervision and span of control are built up with numerous types of permutation and combination of mutual relationship between subordinates and supervisor. 5.15 Conclusion Unity of command results in less confusion and chaos.It indicates an integrated system of instructions, so as to enforce to command. The process of span of control

202 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) is used to determine the management style and it also defines roles within the organization. Though we find that there is no unanimity among writers over laying down the number constituting the span of control, but there is a common agreement among analysts, that shorter the span or boundary of control, the greater will be the net work control between superior or subordinates, and greater will be their relation control. This will, obviously ensure the quality of control of the superior over subordinates. Most of the analysts also are in opinion, that qualitatively strong controls ensure the effectiveness and efficiencies of both the subordinate and the superior. But with this conclusion, it is also true that, some dangers are also inherent in excessive limited span of control. Very close and constant supervision on work may make a skilled worker to expose and apply his inherent skill with the work. In such cases, he will give more preference to follow the instruction of superior than to apply his free and self-earned skill. 5.16 Summary In this unit we learnt— Unity of command, line and staff and the span of control-these three basic concepts have been dealt with systematically to provide a comprehensive understanding of the administrative process in a modern complex organization. 5.17 Glossary ? Unity of command: A principle of management which states that each employee in the organization should receive orders only from one supervisor. ? Principles of line- staff: Introduce flexibility into hierarchical lines of authority while trying to preserve unified command structure. 5.18 Model Questions ? Write a detail note on the concept Unity of Command. ? Discuss the relation and contradiction between Line Unit and Staff Unit. ? Do you think that there is a relation between span of control and hierarchy? Justify your answer. ? Discuss the advantages of Unity of Command.

203 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) ? Discuss the disadvantages of Unity of Command. ? How the functions of Staff Unit can be explained through the term POSDCORB? ? What are the features of Staff Unit. ? What is the necessity of control in an organization? ? Write in brief the role of four factors of Control? 5.19 References ? Herbert Simon: Administrative Behaviour, The Free Press, New York, 1947. ? Nicos P. Mouzelis: Organization and Democracy, Routledge & Kegan Paul, London, 1975 ? Graham T. Allison: Essence of Decision: Explanation the Cuban Missile Crisis, Little, Brown, Boston, 1971. ? Herbert Simon: The New Science of Management Decision, Harper, New York, 1960 ? Thomas R., Dye: Understanding Public Policy, Princeton-Hall, New Jersey, 1975. ? Ishwar Dayal et.al. Dynamics of Formulating Policy in Government of India, Concept, 1976. ? Martin Rein: Social Science and Public Policy, Penguin, 1976. C.P.Bhambhri: "Some Aspects, of Indian Bureaucracy", paper presented at the International Seminar on Imperialism, Independence and Social Transformation in the Contemporary World, 2429 March, 1972, New Delhi ? John Garrett: The Management of Government, Pelican Books, 1972. ? A.S.Tanenbaum: Hierarchy in Organization, Jossey Bass, San Francisco, 1974. ? James W Fessler: "Approaches to the Understanding of Decentralization", Journal of Politics XXVII August 1965. ? James D Thompson: Organization in Action, McGraw-Hill Book Company, New York, 1967

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205 Unit-1 : Politics and Administration Structure 1.1 Objectives 1.2 Introduction 1.3 Understanding Politics 1.4 Understanding Administration 1.5 Politics and Administration 1.6 Conclusion 1.7 Summary 1.8 Glossary 1.9 Model Questions 1.10 References 1.1 Objectives ? The learners will develop an understanding of what is politics and what is considered to be administration, its institutions and processes. ? The learners will be acquainted with the relationship between politics and administration. ? The learners will be capable to find a nuanced balance between the dichotomy as well as find a harmony between politics and administration. 1.2 Introduction At the very beginning, before understanding the complex multi-dimensional relationship between politics and administration, we must develop a conception of what is politics and what administration is all about. So, this module begins with the question what is politics and the answer is not a simple one. Politics encompasses a number of concepts, issues, institutions and processes, thus to understand what is politics also requires the coverage of a broader spectrum of issues. Logically, this module would next address the conception of administration, particularly from the point of view of management of government and public institutions and the administrative processes. Although administration encompasses all organizations, both BLOCK – IV

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206 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) public and private, including religious, political and other undertakings, for our purpose we shall consider administration from the perspective of carrying out or executing or implementing policy decisions, or to coordinate activity in order to accomplish some common purpose or simply to achieve cooperation in the pursuit of a shared goal, particularly from the point of view of the state. Finally, after developing ideas about politics and administration individually, we will examine the relationship between the two and address the issues of politics-administration dichotomy, harmony and symbiotic interrelations between them, and understand their present nature of complex correlations. 1.3 Understanding Politics The term 'Politics' emerges from the Greek word 'Polis' which meant 'city states'. Thus, politics was essentially concerned with the affairs of the states. However, in the modern day, we know that 'Politics' has a much broader application from the realm of public affairs and matters of states and governments to the individuals' private life and may even be applied in their day to day personal affairs. There is no single answer to ‘what is politics’, because politics is a loaded term. Understanding politics requires the grasping of its conceptions along a spectrum from narrower to broader conceptions of what constitutes politics. It includes ? politics as that which concerns the state ? politics as a (non-violent) method of conflict resolution ? politics as an arena for conflict ? politics as the exercise of power ? politics as a social activity ? politics as a public activity ? politics as dependent on context and interpretation ? politics as struggle over the meaning of political concepts. The definition of politics varies from time to time and from place to place. For instance, in the nineteenth century the arena of business and commercial affairs was not considered the legitimate sphere of politics as it is today. According to Heywood, ‘Politics’ is defined in such different ways: as the exercise of power, exercise of authority, the making of collective decisions, the allocation of scarce resources, the practice of deception and manipulation, and so on. US political scientist David Easton (1979), defined politics as the 'authoritative allocation of values'. Thus, for Easton, politics encompasses the various processes through which government responds to pressures from the larger society, in particular by allocating benefits, rewards or

207 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) penalties. 'Authoritative values' are therefore those that are widely accepted in society, and are considered binding by the mass of citizens. However, if we move to a broader understanding, politics expands beyond the realms of government into public affairs and public life. In Politics, Aristotle declared that 'man is by nature a political animal', by which he meant that it is only within a political community that human beings can live the 'good life'. From this viewpoint, then, politics is an ethical activity concerned with creating a 'just society'; it is what Aristotle called the 'master science'. On the. other hand, politics can be broadly understood as the means to, and the manifestation and contestation of, power. It transgresses beyond any particular sphere (the government, the state or the 'public' realm). In this broader view politics is at play in all social activities and in every corner of human existence. As Adrian Leftwich proclaimed in What is Politics? The Activity and Its Study (2004), 'politics is at the heart of all collective social activity, formal and informal, public and private, in all human groups, institutions and societies'. Politics is thus, in essence, power: the ability to achieve a desired outcome, through whatever means. This notion was neatly summed up in the title of Harold Lasswell's book Politics: Who Gets What, When, How? (1936). 1.4 Understanding Administration The term administration comes from the latin word 'administrationem' (nominative administratio) and noun of action from past-participle stem of `administrare' which means "to help, assist; manage, control, guide, superintend; rule, direct". From the latter half of the 17th century, it came to signify "management of public affairs" which broadly get translated into the executive powers of the government. For Hamilton, The administration of government, in its largest sense, comprehends all the operations of the body politic, whether legislative, executive, or judiciary; but in its most usual, and perhaps in its most precise, signification, it is limited to executive details, and falls peculiarly within the province of the executive department. For the learners of public administration, the word administration would be appropriately connected to the sphere of government activity or public affairs, however one must keep in mind that the degree and extent of jurisdiction of various administrative institutions and authorities varies with location, time and space. For example, the executive powers of a government, as exercised through its administrative branch, is far greater in case of states which are either autocratic or dictatorial in nature, or maintain a façade of democracy like in the case of North Korea or China. On the other hand, nations like the United States, United Kingdom, India and many others where prevalent democratic ethos and values, dominate the society and such regimes are in control of the government, the outreach of the administration is limited and is

208 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) reasonably restricted by law. Let us look at a few different understandings of ‘Administration’- ? According to Simon, "

Administration can be defined as the activities of groups cooperating to accomplish common goals" (Simon,
Smithburg, Thompson, 1950). ? In another definition, administration is defined as "an activity or process mainly concerned with the means for carrying out prescribed ends." (Pfiffner and Presthus,1967). ? According to

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Waldo "administration is a type of cooperative human effort that has a high degree of rationality." (Waldo,1955). Sometimes, the term "administration" is used in the meaning of "organization" or the "management" of an organization. These are actually the institutions that carry on the task and processes of administration. So let us try and understand what an organization is perceived to be- ? For Scott, Organizations may be defined as "collectivities that have been established for the pursuit of relatively specific objectives on a more or less continuous basis." (Scott, 1964) ? According to Pfiffner and Presthus "organization is the structuring of individuals and functions into productive relationship" (Pfiffner and Presthus,1967) The terms "administration" and "management", are generally used synonymously, and meaning the same thing. But the term "management" is generally identified with private sector organizations and used with reference to such organizations. The term, "administration" on the other hand, is used with reference to public organizations. Such a usage should not give one the impression that managing a private organization is completely different from administering a public organization. Public or private organizations are social units established for accomplishing pre- determined objectives, and in accomplishing their objectives, they both employ the very same techniques and processes. In this sense, administration is a universal phenomenon. But this does not necessarily mean that there are no differences between public and private organizations with regard to their administration. So, to sum up if we consider administration to be an 'activity or process mainly concerned with the means for carrying out prescribed ends' as stated earlier, we can identify organizations to be those institutions and agencies and domains where the activities and processes of administration takes place in order to meet the desired ends. 209 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) 1.5 Politics and Administration Woodrow Wilson outlined what later happened to be called the politics-administration dichotomy, a theoretical model that emphasizes distinct features of public administration vis-a-vis politics. In Wilson's words, public administration "lies outside the proper sphere of politics". The politics-administration dichotomy rests on a functional-structural view of government, dividing governmental authority between elected and administrative officials along functional lines As such, Demir points out that the government is conceptualized as though it has two discrete domains as politics and administration, with each one occupied separately by elected and administrative officials. To better understand the relationship between politics and administration, we can discuss their correlation from various perspectives: Separation of Politics and Administration- This school of thought treats public administration as a world in its own with values, rules, and methods divorced from those of politics. As understood by the separation school proponents, primary values that guide public administration include neutrality, hierarchy, and expertise, which altogether refer to a defining feature of public administration: neutral competence. The overarching goal of public administrators is to provide neutral and competent policy advice to elected officials. In Kaufman's (1956) words, neutral competence is "the ability to do the work of government expertly, and to do it according to explicit, objective standards rather than to personal or party or other obligations and loyalties". Three constitutive components of neutral competence, neutrality, expertise, and hierarchy, help public administrators maintain distance from politics while ensuring their contributions to policymaking process. The proponents of the separation school express support for a clear structural division of authority between elected and administrative officials to eliminate or minimize undue political influences on public administration as well as potential conflicts. For example, Svara emphasizes the strength of a structural division (best exemplified in council-manager form of 3 government), "in council-manager cities, friction is reduced when responsibilities are divided in a way that limits interference by one set of officials in the activities of others. In such a system of divided authority, Montjoy and Watson (1995) state, "neither individual members nor the whole council bypass the manager in giving directions to the staff". Hierarchical nature of the administrative organization helps minimize undue political influences over public administrators, while policymaking prerogative of elected officials proves to be highly effective in resolving conflicts on disputable policy issues (e.g., Abney and Lauth 1982; Koehler 1973; Svara 1990; Miller 2000). Political

210 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) influences on public administrators are considered to be leading to corruption, that is, making of administrative decisions on the basis of partisan political considerations. Martin posits that the leading assumption that inspires the proponents of this school is that "politics and administration work best as independent variables, capable of being improved in isolation without endangering or interfering with the other side". The school draws attention to the potential negative consequences of free interaction between politics and administration. Svara notes that "there are cases of cities controlled by an appointed manager who cannot be challenged because of longevity or community support." In his words, "the manager has become the master to whom the board defers out of respect and dependency". On the other end of the spectrum, we have another school of thought which rejects the separation of politics from administration but emphasizes and supports a broad policy role for public administration. Tansu Demir calls them the scholars of the political school, those who acknowledge and second the role of politics in administration. The political school proponents consider public administration as an inseparable part of the political process. The political school takes administrative discretion as a point of departure to rationalize the policy role of public administrators. Of many reasons, vague and ambiguous legislations, lack of technical knowledge and resources available to elected officials, and difficulties in monitoring and controlling bureaucratic behaviour are a few used to signify the critical role of public administrators in the policy process. Consequently, for political school proponents, there are strong grounds to view public administrators as policy makers (e.g., Lipsky, 1980). Some public administration scholars, representing the political school, rest their arguments on pragmatic grounds. In their view, political power in the U.S. governmental structure is widely diffused, and this fact makes it essential for public administrators to engage in politics, and build and maintain coalitions (e.g., Long, 1954). Abney and Lauth, among others, even argue in favour of interest group-public administration interaction on the belief that interest groups complement the electoral process, which has certain deficiencies. Finally, we must consider another school of thought that proposes a limited yet meaningful interaction and positive relationship between politics and administration. This school's viewpoint is best reflected in the opinion of Van Riper who believed- As we all should know by now, politics and administration are inextricably intermixed. Both are central to effective action. One problem is to bring them together in a symbiotic association yet keep each in its proper place. The other is to understand that the "proper place" of each will vary through time. There is no permanent solution, no fixed paradigm, to this or any other ends means continuum. The interaction school allows a broader policy role for public administrators for mostly pragmatic reasons. 211 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) Our attention, by this school, is drawn to the increasing complexity and dynamism in the political, social, and economic environment of policymaking, a fact that makes intense interaction between elected and administrative officials an essential requirement for success. In the ideal world of political-administrative world, as envisioned by the interaction school, public administrators maintain a productive partnership with elected officials, partnering with, informing and helping them in the policy process, yet remain accountable and responsive to their elected officials. Cognizant of the risk that intense interaction between elected and administrative officials may fuel negative dynamics that might eventually lead to political corruption or administrative tyranny, the interaction school finds the assurance in the interaction process itself, that is, in the interplay of different roles creating a restraining effect of reciprocating values. As such, in the end, one should expect both administrative competence and political responsiveness to reach their fullest potential. 1.6 Conclusion We have so far seen the broad spectrum of politics and various perspectives of what it entails, ranging from the broader realm of state and power to the narrower individual, personal level and we focused more on the 'public' nature and domain of politics. Likewise, we have seen that administration too is a complex process which often goes hand in hand with management and governance of organizations, and the focus of this module has been on public administration and public organizations. Finally, we have dealt with three schools of thought related to the relationship between politics and administration, and perhaps finding that a healthy, positive, progressive interplay between them, is necessary for the proper development of the system and delivery of welfare services. 1.7 Summary ? In this unit, we understood that politics requires the grasping of its conceptions along a spectrum from narrower to broader conceptions of what constitutes politics. ? Along with the conceptions of politics, we also understood the various notions of "administration" and the meaning of "organization" or the "management" of an organization. ? We analysed the relationship between politics and administration and examined how politics-administration dichotomy and politics-administration support for a broad policy role, both play an important role.

212 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) ? Finally, we considered a meaningful interaction and positive relationship between politics and administration. 1.8 Glossary ? Politics, Administration, Management, Politics-Administration dichotomy, Organisation 1.9 Model Questions ? What is your understanding of politics? Describe some of the domains of the application of this term. ? What do you mean by administration? How is Organizational Management and Administration related to each other? ? How do you view the relationship between politics and administration? Should the two domains be separated or mixed together? Give reasons for your answer. 1.10 References ? Demir, T. Politics and Administration Three Schools, Three Approaches, and Three Suggestions | Administrative Theory & Praxis Volume 31, 2009 - Issue 4. Published online: 07 Dec 2014. ? Demir, T. & Nyhan, R. C. (forthcoming). The politics-administration dichotomy: An empirical search for correspondence between theory and practice. Public Administration Review. ? Denhardt,
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214 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) 214 Unit-2 : Politicians and Bureaucrats Structure 2.1 Objectives 2.2 Introduction 2.3 Who are politicians? 2.4 Who are bureaucrats? 2.5 Relation between the Politicians and the Bureaucrats 2.6 Conclusion 2.7 Summary 2.8 Glossary 2.9 Model Questions 2.10 References 2.1 Objectives ? The learners will understand the type of relationship and professional connection and obligations that bureaucrats share with politicians. ? The learners will develop a better understanding of the responsibilities of the bureaucracy towards the political masters and the public. 2.2 Introduction In any democratic nation, political parties and politicians play a vital role in the articulation of interests of the people, competing in the electoral process and fulfilling the demands of the people when they form the government. However the fulfilment of demands require extensive planning, careful implementation, monitoring and evaluation of various programmes, and requires technical and practical expertise which the politicians may not have. To help them in their efforts, the bureaucrats and the bureaucracy provide the essential backbone needed to manifest into reality the broad vision of the parties and politicians. However, this does not necessarily mean that bureaucrats are subservient to politicians in all circumstances. Ideally, they work hand in hand with the politicians who win elections, to help realize the demands of the people. Politicians who do not form the government, also play a valuable role of

215 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) maintaining vigil and balance in democracy. In this unit we will familiarize ourselves with the role of politicians, the role of bureaucrats and examine the essential relationship between the two. 2.3 Who are the politicians? A politician is someone who may be involved in the governance of a country, or at the least, the politics of the nation. He or she is a member of a political party. In democracies, politicians are mostly elected or those who contest elections with the hope of coming to occupy state power. Their role as elected representatives makes them very important, since they provide a 'reality check' on policy and decision- making. Political leadership within government department represents the crucial element of democracy, which separates government departments from the mere function of administration. The role of ministers, as politicians, is therefore a critical and necessary element of governance. Politicians can bring a range of skills and attributes to-public policy, including decisiveness, ideological cohesiveness, political understanding, leadership, partnership, communication, the ability to balance interests, accountability, legitimacy and insights from their experience as representatives. First and foremost, politicians are meant to be the guardians of democracy. In practice, though, being rsponsible for everything is not an easy task. Various constitutional provisions or the lack thereof, may restrict the accountability of legislators and politicians. Secondly, politicians are expected to apply their knowledge and political ideology to policy making. However, the bureaucrats do enjoy a near monopoly on policy advice, and ministerial engagement is generally confined to being presented with blue- print of plans at the last minute. Thirdly, politicians are expected to use their vast experience and knowledge gained as constituency MPs to inform on public policy decisions. However, when taking office, their experiences may be restricted; their diaries may be filled by bureaucratic advice and engagement, and they may lack the time and resources to drive transformation in society. Politicians bring a wide range of abilities, experience, and personality traits to solve a problem. Some of the characteristics that set politicians apart from other authorities have little to do with their skills and abilities, but rather with the unique nature of their position. Decision making ability or being decisive, is another crucial characteristic of politicians. The ability to bring insights from their political philosophy, a sense for what is politically necessary, practical, and acceptable, providing leadership, forming 216 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) partnerships, political communication, the ability to balance interests, accountability legitimacy and insights from their role as an MP, such as case work and constituency encounters, all make them invaluable within the polity. It is unrealistic to expect a single minister to be proficient in all of these areas. However, because the successful delivery of public policy and services is dependent in part on the exercise of these skills, it is critical to consider not only how to improve politicians' skills, but also how to ensure that both the pool from which ministers are drawn and the methods of recruiting and promoting ministers meet this need. Politicians who are not affiliated with the government also have a huge impact. They make up the opposition to the prevailing government and act as a political counterweight to it. The opposition's major role is to question the present administration and hold it accountable to the public. This also helps to correct the flaws of the ruling party. The political leaders of the opposition bear equal responsibility for safeguarding the best interests of the country's population. In the West, the concept of resistance is rarely questioned. It is supposed to facilitate representation and channel a variety of needs in favourable directions. The opposition plays a crucial role in representing individuals who have been marginalised by the ruling party. One of the hallmarks of democratic administration is that, while it serves all interests simultaneously, it does not favour one group over another for lengthy periods of time. A politician in the opposition aims to represent interests as the basis for the survival of the ideals to which they adhere, rather than opposing government on moral grounds. It can do so by advocating the rights of those who have been deprived and offering the government alternative policies. The opposition provides information about public opinion on a topic that would otherwise be unavailable to the administration. In many such ways, politicians of the opposition too plays an effective role on the adoption of official policies. 2.4 Who are the bureaucrats ? A bureaucracy is a system for administrating huge groups of individuals who must collaborate. Bureaucracies are essential to the functioning of both public and private sector organisations, including colleges and governments. The term "bureaucracy" literally means "ruling by desks or offices," a meaning that emphasises bureaucrat's typically impersonal nature. Despite the fact bureaucrats can appear inefficient or wasteful at times, they help to ensure that thousands of people work together in a harmonious manner by outlining everyone's tasks within a hierarchy. Government officials are responsible for a wide range of responsibilities. Bureaucrats aren't just paper pushers; they also battle fires, teach, and keep track of how federal

217 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriculum (Dt. 17.10.2022) politicians gather money, among other things. A bureaucrat's job is to put government policy into action, to put laws and decisions made by elected authorities into action. Bureaucracy and its advantages ? Power division: Facilitates decentralised work and encourages functional specialisation. ? Productivity: Competence is developed, and work is carried out efficiently under the direction of direct supervisors in the hierarchy. ? Accountability and compliance: Ordinary citizens have the ability to hold government officials and bureaucrats accountable for their actions while performing their duties. Various instruments like RTI, institutions like Lokpal, have empowered the citizens to keep a vigil. ? Decision-making authority: Bureaucrats are typically delegated decision-making authority by their immediate superiors, while senior management officials are delegated decision-making authority by those higher up in the hierarchy. ? Rules and regulations: A collection of clearly defined rules and regulations makes adherence to them an obligation within the bureaucratic system, restricting the scope of noncompliance with the framework of rules and protocols. ? Ease of management: Makes administration easier by logically organising the organisation in a hierarchical structure. Because of the organization's size, maintaining control of management, making required changes as needed, and adopting new regulations as needed is made easier under a bureaucratic structure. Lacunae or disadvantages of Bureaucracy ? Red tape: Bureaucracy, by definition, is governed by a set of rules and regulations. This leads to a lack of flexibility and, more often than not, inefficiency. ? Bureaucratic delays: The complex set of regulations that govern a bureaucratic system frequently results in lengthy delays. ? Corruption at the highest levels of government: Corruption at the highest levels of government can be tremendously damaging to the economy and society. ? Goals shift: Working in a bureaucratic system may be inefficient with the changing of targets, and maintaining rules and regulations frequently takes precedence over the end result. ? Documentation: Even for seemingly simple procedures, a significant amount of documentation may be required. ? Segmentation: Because jobs are divided into specific groups, collaboration and completion of work in other categories are restricted.

218 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriculum (Dt. 17.10.2022) ? Nepotism: Nepotism is a problem in many bureaucracies. Top executives may favour their own and help them advance more quickly than more deserving individuals. ? Decision-making: Decisions are made according to a set of rules and regulations in the bureaucracy. This rigidity frequently leads to the adoption of pre- programmed decisions rather than the exploration of other options and practical out of the box solutions. 2.5 Relation between the Politicians and Bureaucrats The relationship between politicians and bureaucrats is crucial because they jointly make up the government's executive branch and also work for public good. The administration does not run well if there are issues in the relationship between the two. We take a deeper look at the connection between politicians and permanent officials ie. bureaucrats via three lenses: relationship during policy formulation, relationship during policy implementation, and overview of their relationship problems. Previously, it was thought that policy was formulated by politicians, and that there was no separation of functions. Reportedly, projects are sanctioned faster in constituencies with strong party ties, this suggests that bureaucrats perform better in areas where politicians have a larger chance of winning. These findings are consistent with the dynamic contracts mechanism when combined with the results of the natural experiment: legislators in low-competition constituencies have longer tenures and have access to dynamic contracts that provide stronger incentives to bureaucrats. As a result, bureaucratic performance improves. However, if the chances of winning become nil, the promise of future benefits becomes untrustworthy, and officials take longer to approve projects. This is true in case of most countries: politicians and bureaucrats work together on policy formulation and implementation. It has been well established that the bureaucracy plays a crucial role in policy formulation, particularly in developing countries. Public policy emerges from interactions between individuals and groups, on the one hand, and politicians and bureaucrats, on the other. All of these actors try to influence each other and communicate for the achievement of theirs aims, during their interaction. Politicians maintain regular contact with the public, and citizens attempt to voice their specific interests through interest groups. Still, the truth remains that political parties and politicians play a crucial role in organising the people and giving voice to their demands and frustrations. As a result, sometimes politicians are perceived as being aligned with specific groups and interests. However, the bureaucracy is often

219 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) regarded as neutral, although it too works for public interest, it does not have the incentive to work for particular interests groups at the cost of others. Sometimes interest groups and municipal and panchayati raj institutions may be weak, in such cases the bureaucracy acts as the primary conduit for relaying the public's perceived requirements to the government. As a result, while both politicians and civil officials serve as links in the communication line between the public and the government, bureaucrats frequently regard politicians as their masters, due to their positions in various ministries. Politicians, on the other hand, have a tendency to feel that bureaucrats are unresponsive and indifferent to the people's issues and requirements and therefore they tend to give orders to the bureaucrats for effective implementation of policies. The cultural and status gaps between the senior bureaucracy and the general public exacerbate this view. At the same time, political and bureaucratic communication channels do cross paths at various locations. As a result, despite their rather disparate duties and perspectives, politicians and bureaucrats must work together at all levels of the government and even at a broader societal arena. Politicians and bureaucrats are both reservoirs of many forms of data and have a plethora of experience, and both are required in the creation of policy and such formulations. Civil officials typically have more experience and maintain their mastery of organisational memory in the form of files and other records. As a result, they can provide useful feedback on the outcomes of previous initiatives as well as ongoing programmes. Based on these findings, policy can be developed: changes can be made to avoid previous errors or difficulties. Politicians, on the other hand, are more likely to accurately judge public sentiment; in particular, they are expected to know what the real demands are, and what the public would not tolerate. Following the assessment of the ruling politicians, bureaucrats can proceed to give policy suggestions concrete form in the form of new programmes or budget proposals. If politicians' assessments are incorrect, voters may punish them in the next election. The successful functioning of local self-government authorities such as municipalities and Panchayati Raj bodies required cooperation between politicians and public officials. However, in developing nations like India, these committees are often so weak that makes then rely on civil workers who work for the state government. As a result, local politicians may have limited authority over the permanent bureaucrats who serve local governments. When various parties are in power at the state and local levels, state officials tend to use the bureaucracy in the field to further the party's political agenda.
220 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) However, it is beyond doubt that, the bureaucracy is primarily responsible for providing legal form to a policy. The various ministries prepare a draft of the law when the cabinet approves a policy. The idea is next assessed by bureaucrats and the ministers who made the proposal. While cooperation between politicians and government workers is essential, it is also critical to recognise the value of those who design the legislation. The legal terminology of the bill determines the specifications of the policy as it is implemented. While politicians play a prominent role in policy making, the bureaucracy plays a larger role in execution and implementation of the same. Bureaucrats work at all levels, but politicians only head departments as ministers. Top-level bureaucrats advise ministers and administer ministries, middle-level bureaucrats supervise field officials and keep the top informed of developments of various programmes, and field officials such as cops, tax collectors, and factory inspectors implement the law at the grassroots. It would be a mistake, however, to believe that politicians play no influence in implementation. The minister is the department's political leader, and he is responsible for the department's policies as well as their implementation. If something goes wrong, he is questioned before the legislature about the intricacies of implementation. 2.6 Conclusion We can understand that politicians and bureaucrats both play a significant role in the determination, implementation, and performance of public policies. The politicians who are elected to the government must work hand in hand with the bureaucracy to effectively implement their vision and serve the demands of the public. On the other hand, the politicians who do not get elected, also serve as a check and balance by creating pressure on the government and bureaucracy to perform and serve the needs of the public. Thus, both politicians and bureaucrats serve the needs of the nation and need to work transparently with each other for the progress and success of various programmes and meeting the demands of the populace and the interests of the nation. 2.7 Summary ? In this unit, we understood who are the politicians, their role and functions, ? Along with the conceptions of politics, we also understood the role of the bureaucrats and the "administration". ? We understood some of the key advantages and disadvantages of the bureaucracy.

221 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) ? We analysed the relationship between politicians and bureaucrats and examined how a mutual cooperative position is needed between the two, for a broad success in policy implementation and meeting needs of public. 2.8 Glossary ? Politician, Bureaucrats, Policy formulation, Policy implementation, Administration, 2.9 Model Question ? Examine the role of the politicians in administrative centext. ? What is the role of the bureaucrats? Explain ? What are the advantages and disadvantages of the bureaucracy? Discuss ? What is the relationship between the politicians and the bureaucrats? Discuss ? Can the aims of governance and needs of the public be met by either politicians or bureaucrats alone? Argue your case. 2.10 References ? Abney, G. & Lauth, T. P. (1985). Interest group influence in city policy-making: The views of administrators. The Western Political Quarterly, 38 (1), 148-161. ? Montjoy, R. S. & Watson, D. J. (1995). A case for reinterpreted dichotomy of politics and administration as a professional standard in council-manager government. Public Administration Review, 55 (3), 231-239. ? Svara, J. H. (2006). Introduction: Politicians and administrators in the political process - A review of themes and issues in the literature. International Journal of Public Administration, 29, 953-976. ? Van Riper, P. (1983). The American administrative state: Wilson and the founders- An unorthodox view. Public Administration Review, 44 (6), 477-490. ? Waldo, D. (1980). The enterprise of public administration: A summary view. Novato, CA: Chandler & Sharp Publishers. ? Watson, R. P. (1997). Politics and public administration: A political profile of local bureaucrats in Alabama. Administration & Society, 29 (2), 189-200.

222 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) 222 Unit-3 : Ministers and Civil Servants _ Relations : Case Studies Structure 3.1 Objectives 3.2 Introduction 3.3 Ministers and Civil servants 3.4 Relationship between ministers and civil servants : Some cases 3.5
Conclusion 3.6 Summary 3.7 Glossary 3.8
Model Questions 3.9 References 3.1 Objectives After reading this unit, learners will be able to ?
Analyse the
relations between the political and administrative wings of government. ? Identify the causes of stress and sources of confrontation between them. ? Understand what role does politicians and civil servants collectively take up for smooth functioning of administration with reflection to the present scenario. 3.2 Introduction In developing countries, we still live in a welfare state system. States are not keepers of the law and order. States nowadays not only protect and restrain but also promote and foster. Even in Western developed nations a policy battle has started since 2008, for which the function of ministers working for the states has grown critical. Ministers may or may not be the epitome of knowledge and competence. Anyone over the age of twenty five can be elected to Parliament and if luck favours then a minister afterwards. A person who is socially visible and skilled at canvassing or manoeuvring can sweep the polls. Administration necessitates knowledge that a minister may lack. As a result, he relies on his secretaries, who have undergone rigorous training after their recruitment and experienced the inside out of department. Secretaries and other high-ranking officials in the department provide the ministers with sound advice. In fact, they set the policy, and the minister usually signs on the

223 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) dotted line. Though the secretaries chalk out the details, he sets the broad strokes of policy. Political execution also takes tact, courage and talent, all of which the civil service possesses in spades. If they find a proposal unsustainable, they can point out shortcomings to the minister without hesitation and offer policy changes. The political and permanent executive pillars underpin the government's operation. The seamless operation of this system is dependent on both of them having a cordial working connection. In recent years, the administrative and political climate have altered, causing problems in the interaction between the two groups. Issues are likely to arise as a result of their diverse functions. Politicians represent the people and watch out for their interests; permanent officials, on the other hand, provide expertise and experience. As a result, their recruitment techniques are different: politicians are elected, whereas bureaucrats are appointed. This helps to explain their differences in social background. While the majority of officials in emerging countries like India come from the paid or professional urban middle class, many politicians originate from the rural, agrarian class. Differences in their perceptions are caused by a variety of factors, including their roles and social backgrounds. As a result, it can be challenging to work with others at times. Let us begin by looking at the connection between the political executive and civil officials, and lastly assess their relationship in the context of public administration. 3.3 Ministers and Civil Servants In a parliamentary style of government, such as India's, there are two sorts of relationships that must be maintained in order for the government to work smoothly and efficiently. The ministers and the civil servants the two pillars of the parliamentary form of government, and any weakness in either of them will have a negative impact on the government's performance. In theory, political and permanent executives have different roles in government, but in fact, their responsibilities often overlap, making it difficult to distinguish between them. As a result, while both politicians and civil officials serve as links in the communication chain between the public and the government, civil servants frequently regard politicians as little more than rabble rousers. Politicians, on the other hand, have a tendency to assume that bureaucrats are unresponsive and insensitive to the public issues and demands. The cultural and status gaps between the upper bureaucracy and the general public exacerbate this view. At the same time, political and bureaucratic communication channels must cross paths at various locations. As a result, despite their rather disparate duties and perspectives, politicians and civil workers must work together at all levels.

224 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) Politicians and civil officials must also work together on the ground. A Deputy Commissioner and a Member of Parliament, for example, are both concerned with the many policies relating to the development of a specific area. Despite the fact that district planning has yet to become a reality, district politicians and civil workers do make ideas that are considered by higher-level authorities. Politicians and government servants working together yield better results. The successful functioning of local self-government authorities such as municipalities and Panchayati Raj bodies requires cooperation between politicians and public officials. However, in developing nations like India, these committees are frequently so weak that they must rely on civil workers who work for the state government. As a result, local politicians frequently have limited authority over the permanent bureaucrats who serve local governments. When various parties are in power at the state and local levels, state officials tend to use the bureaucracy in the field to further their own party's goals. The ultimate solution to such issues is the strengthening of local governance. This is a key part of the political growth that is required. Politicians and civil servants are both reservoirs of many forms of data, and both are required in the creation of policy. Civil servants typically have more experience, and they also maintain track of their organizational memory in the form of files and other records. As a result, they can provide useful feedback on the outcomes of previous initiatives as well as ongoing programmes. Now, based on these findings, policy can be developed: changes can be made to avoid previous errors or difficulties. Politicians, on the other hand, are more likely to accurately judge public sentiment; in particular, they are expected to know what the public would not tolerate. As a result, providing more or better social services, such as education and health care, would require money that would have to come from the people in the form of taxes. Following the assessment of the ruling politicians, civil employees can proceed to give policy suggestions in concrete form i.e., in the form of new programmes or budget proposals. It is critical to recognize that the majority of the issues that arise in developing countries such as India are mostly due to underdevelopment. The sevral characteristics of underdevelopment are linked. Underdevelopment in the economic, social, political, and administrative realms all impact and are interlinked as cause and consequence. As a result, the solution to administrative difficulties can rarely be treated in isolation. 3.4 Relationship between ministers and civil servants : Some cases In practice, there is a lot of distrust, tension, unease, and unfaithfulness in the relationship between the minister and the civil servant. For a developing country like

225 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriculum (Dt. 17.10.2022) India, it is even more critical that all parties work together in harmony, with complete respect for one another, in order to reach a common goal. Interference by ministers and other politicians in administrative tasks on behalf of their party members, friends and relatives is a major source of low morale in the civil service. The civil worker's approach to lawmakers and political bosses for postings, transfers and promotion complicates the relationship between ministers and civil servants. Although the occurrence is not very common it does exist. However, it is at best a half-truth, as it simply presents one side of the story- that of the politician. In reality, it takes two to make a deal, and in some circumstances, the legislator contacts the other party first, while in other cases, the civil servant approaches first. However, it is often assumed that the legislator approaches the official for some favour, both being aware of the former's political clout. When a government official helps him, it's normal for him to expect something in return. While politicians play a prominent role in policy making, the bureaucracy plays a larger role in execution. Civil employees work at all levels, but politicians only head departments as ministers. Top-level bureaucrats advise ministers, middle-level bureaucrats supervise field officials and keep the top informed of developments and field officials such as cops, tax collectors and factory inspectors implement the law. It would be a mistake, however to believe that politicians do not influence implementation. The minister is the department's political leader and he is responsible for the department's policies as well as implementation. The minister's job is to make sure that civil officials in their department follow the law and that no one, whether a client or a bureaucrat is treated unfairly. The minister must guarantee that policies are implemented legally, effectively and efficiently. If the minister tries to impose his or her will on officials performing quasi-judicial functions, such as serving on a tribunal, if he/she withdraws assigned powers from officials in specific circumstances and if he or she acts in a partisan or selfish manner, the minister merits censure. There are certain areas where politician and civil servants collectively carry out tasks of government such as— i) Rule implementation and making— while the legislation grants the government the power to enact rules and regulations, this power is primarily exercised by civil servants. The rationale for this is because public officials have the specialized knowledge, experience and extensive information required to draught rules. The minister is unlikely to have either the specialized knowledge or the time to do this himself, he is preoccupied with his political responsibilities, such as dealing with delegations of the people, investigating complaints and so on. ii) Supervision and Evaluation— In India's government, monitoring is often lax. The fundamental reason for this is because superior authorities have very little real

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226 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) influence over their subordinates in terms of rewarding or penalizing them. Promotion is primarily based on seniority, especially at lower levels and superiors cannot grant any other incentives. In terms of punishment, the process for instituting disciplinary action is lengthy, taking months, if not years before a final decision is reached. Another and perhaps more crucial cause for today's weak oversight is the protection that politicians frequently provide to government officials over the heads of their supervisors. Politicians frequently offer such assistance to civil officials in the hopes of gaining their support during election season. Every programme should be assessed once it is completed to ensure that the objectives were met, that the job was completed efficiently and that no dishonesty occurred. Superior officials in the department are the ones who make the evaluations first and foremost. If the minister takes interest in the review, makes time to see the reports and requires an explanation for non-performence the evaluation will be more effctive. The Planning Commission, for example, was an overhead (or staff) agency that used to evaluate policies and programmes. As a result, the Planning Commission was to review previous policies in the document containing the new plan at the start of each plan period. The Planning Commission was made up of politicians and specialists, with high-ranking bureaucrats assisting them. The Planning Commission has now been replaced by Niti Aayog, a now State Resource Centre. Niti Aayog is new serving as the apex public policy think tank of the central government fostering the notion of cooperative federalism using a bottom-up approach to cater to demographic dividend and socio-economic requirements. This body is made up of political and non-political wings of govrnment providing directional and policy inputs. iii) Administrative management— The overall management of an organisation is referred to as the administrative management. The ministries or departments of finance, planning, personnel and administrative reform or reorganization (in the Union and state governments, respectively) are the primary agencies in India for this purpose. The Planning Commission as well as state planning boards and Public Service Commissions play a role in controlling the governmental organization as a whole. While line agencies such as the Ministries of Defense, Industry and Health are responsible for the management of programmes or projects that help the government achieve its substantive goals, administrative management is concerned with the organisation, financing, planning and staffing of ministries and departments in general. Effective administration management is required for effective policy and programme implementation. Administrative management is often overlooked because more essential concerns such as defence, employment and maintaining law and order are prioritized. Administrative management does not get the attention it deserves at the political level.

227 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) As a result, many of the Administrative Reforms Commission's recommendations have yet to be implemented. As we already discussed inspite of harmony that exist, there are distrust and areas of tension too. Take for example, the event that occurred in 1966, when Home Minister Gulzari Lal Nanda criticized the Home Secretary for non-cooperation and demanded that he be replaced by the then Prime Minister; however, the request was denied, and the Home Minister resigned from the cabinet. In 1971, a disagreement arose between Railway Minister K. Hanumanthaiya and Chairman of the Railway Board B.C. Ganguli over the railway's financial administration. The government terminated B.C. Ganguli's services in this case. Rajiv Gandhi, the then-Prime Minister, clashed with the Agriculture Department Secretary (C.S. Shastri), the Rural Development Secretary (D. Bandyopadhyay), and the Foreign Secretary in 1987. In 1993, there was also a disagreement between the Home Minister and the Home Secretary, which resulted in the latter's resignation. The following are the grounds for the relapse of this connection between ministers and public servants: a) Interference complex- Fred Riggs created the phrase 'interference complex' to describe politicians' complaints about 'bureaucratic intervention' and 'administrators' counter-complaints about 'political interference'. These politicians frequently allege that the bureaucracy sabotage progressive social change ideas and programmes. Civil servants on the other hand, frequently claim that legislators and ministers engage in patronage by interfering with the recruitment, selection, transfer, and advancement of government personnel in order to gain support during election season. Both of these complaints have some merit. The urban professional middle class ornaments the majority of the seats of our higher bureaucracy. As a result, the majority of the population which consist of farmers and labourers remains underrepresented on it. As a result, the bureaucracy's attitude may differ from the aspirations of the majority of the population. To some extent, the solution to this problem resides in the implementation of tests for assessing various intellectual physical and psychological aspects of the candidates' personalities at the time of initial selection. Strengthening interest groups and political parties can help to solve the problem of political patronage to some extent. b) Bureaucratic power- Authors like Riggs, Weidner and Heady observed that bureaucracies in underdeveloped countries tended to be more powerful than those in rich countries. The stronger the bureaucracy's influence, the more difficult it is for politicians to exert control over it. As a result, the civil and military bureaucracies in developing countries have a proclivity for dictatorship.

228 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) The bureaucracy must be appropriately managed by elected representatives of the people in democratic administration. c) Civil servants should be evaluated objectively and this will only be possible if ministers have the will, as well as the talent and sense of direction, to steer the administrative horse in the right direction; only then will the system work smoothly, Members of the bureaucracy should be dedicated to buman and constitutional principles as well as national goals, They're expected to be immuned from the influence of the political parties. However, in the recent past, there have been concerns that certain powerful politicians have demanded loyalty from the bureaucracy for their party and themselves. As a consequence of this, members of the bureaucracy hav complained that theey were unable to freely express their opinions with the ruling politicians during the emergency. Some civil servants, due to compromised accountability have failed to balance between the values of The Shah Commission in this regard noted that in some situations the administration and administrators ceased to be insulated from politics with fatal results. This is a reality in USA also, where public service is often a political creation. d) The power game in politics has increased in India since the 1980s, when the Era of Coalition Governments began. Money and criminals gained more clout in politics as a result. The 1993 Vohra Committee Report focused on the criminalization of politics. This committee has noticed that criminals got rich benefit from the ruling party's patronage because they helped them win elections. Ministers and civil servants also join forces to commit grand theft. Moreover, Ministers in a coalition government are preoccupied with maintaining their majority in the Lok Sabha. As a result, they offer their departments less attention. The legislative process is also unclear and full of varied viewpoints due to the involvement of a number of parties with opposing viewpoints. As a result, ambiguous language is frequently employed to keep the coalition together, and administrators must interpret the policy based on their own assumptions. 3.5 Conclusion For effective and efficient administration, cooperation between politicians and bureaucrats is required. Both serve as conduits for information between the government and the general public. Civil employees receive crucial feedback while politicians gauge the public sentiment. Civil officials conduct a variety of technical reviews of proposed programmes. Politicians, primarily in the cabinet, and civil officials, through staff agencies, coordinate policies and programmes. Laws are mostly drafted by government workers, although they are passed by legislators.

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229 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) Civil employees are in charge of implementation, while ministers have final say. Problems in their interaction can be resolved in the long run by increasing local self- government, interest groups, and political parties, or in other words, by developing these areas. 3.6 Summary ? So far we have understood that the relationship between ministers and civil servants is of mutual dependence. It has to work collectively to not only implement policies but also evaluate and to monitor them. Administrative management is one key area which needs focus from both the parties. ? Though there are certain drawbacks in terms of interference, impartiality and power game in politics there is still scope for improvement in areas of governance. ? We also understood that none of the parties can act in isolation in matters pertaining to public because both the parties are at the service of public which needs proper guidance to meet the demands. 3.7 Glossary ? Politician- It refers to a person holding and elected office in government. Mostly involved in political affairs. ? Civil servant- It is a collective term that refers to sector of government that is mainly consisting of hired professionals based on merit. ? Bureaucracy- A system of government which has state officials to take decision instead of elected representatives. ? Policy-making- In simple terms it refers to creating laws or setting up standards to follow. 3.8 Model Questions ? What is the relationship between the politicians and the bureaucrats in the course of implementation of policies? ? Briefly discuss how politicians and civil servants collectively take up function, such as monitoring and evaluation. Does authority meddle with the fair process? ? What are the areas that need attention to bridge the gap between civil servants and public?

230 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) ? Define administrative management. Which commissions can be classified it? ? How power game politics is reducing effectiveness of the relationship that politicians and civil servants share with each other. ? What are the problems of the relationship between politicians and bureaucrats? ? What role does the bureaucracy play in technical examination of a policy? ? How does a politician can interfere in the decisions taken by civil servants? Who, according to your opinion, play the pivotal role? ? Do you think in India civil servants are likepuppets in the hands of the politicians? Give reasons for your answer. 3.9 References ? Matheson, A. et.al (2007), ‘‘Study on the Political Involvent in Senior Staffing and on the Delineation of Responsibilities Between Ministers and civil servants’’, OECD Working apers on Public Governance. 2007/6 OECD. Publishing. ? Putnam, R. D. (1973). The political attitudes of senior civil servants in Western Europe: A preliminary report. British Journal of Political Science, 3(3), 257-290. ? Qian, L. (2013). What is Political Philosophy. Journal of Jiangsu University (Social Science Edition), 6, 005 ? Rose, R. (1981). The political status of higher civil servants in Britain (No. 92). University of Strathclyde, Centre for the Study of Public Policy. Rosenbloom, D. (2008). The politics-administration dichotomy in US historical context. Public administration review, 68(1), 57-60. ? Arora K. Satish, "Political Policy and the Future of Bureaucracy", in Indian Journal of Public Administration, Vol. 18 (July-Sept. 1971). pp. 355-367. ? Gupta, V.P., 1983 ‘‘A Study of Conflict between Political Elite and Bureaucracy", in the Indian Journal of Political Science, Vol. 48, No. 1 January-March. ? Subramanian, V. April-June, 1971, "Ro1e of Civil Service in the Indian Political System", in Indian Journal of Public Administration, Vol. VVII, No. 2, , p. 238.

231 Unit-4 : Bureaucracy and the Public Structure 4.1 Objectives 4.2 Introduction 4.3 Concept of Bureaucracy 4.4 Notion of the Public 4.5 Relation between the Bureaucracy and the Public 4.6 Conclusion 4.7 Summary 4.8 Glossary 4.9 Model Questions 4.10 References 4.1 Objectives ? The learners will develop an understanding of the concept of bureaucracy and the notion of the public ? The learners will be able to find a nuanced constructive linkage between the functioning of the bureaucracy and meeting the needs of the public. ? This unit will also discuss bureaucracy in length and the responsibilities it is bestowed with. 4.2 Introduction There has been an undergoing fundamental shift in relative powers of the institutions of government. In the wake of 'grey government' by bureaucrats where great days of legislature and executives seems to have passed, there has been a shift which various scholars and writers refer to as: technocracy, mandarin power, administrative state, bureaucratic government, managerial professional state, technocracy to name but a few. The common key idea is that there has been a dynamic change in domain of public and in bureaucracy which no longer adheres to traditional models of state and party which has therefore called for need to formulate new policies congenial to modern state. Generally old models perish but few nor die nor fades away which is

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232 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) true in case of models of democratic government that associates significance to formal representative bodies in formulating policy which designate public bureaucrats to compliant roles as mere administrator. B. Guy Peters argues that European juridical tradition of public servant and American tradition of civil servant renounce active role of civil servant in policy-making. He further adds that this myth serves politician in justifying their role and to bureaucrats in averting responsibility for actions. Adequate conceptualization of this shift in power and institutional politics is yet to develop. The rise of the bureaucratic organization in modern governments has paved the way for a cadre of government employees who work for the government full-time. The mere presence of such trained professional body is intended to have a rational influence on the entire policy-making process. This unit will attempt to demonstrate that the government is heavily reliant on bureaucracy in formulating policy for public. We'll talk about what bureaucracy means, its roles and importance. Further its relationship with the public will be discussed. 4.3 Concept of Bureaucracy Vincent de Gournay (1712-1759), a French civil official and physiocrat, is credited with coining the term 'bureaucracy'. In 1745, he coined the term bureau mania to describe the French administration, which was plagued by red tape, formality, hierarchy, and laziness. Prior to Weber's development of the notion of bureaucracy in the 1920s, Georg Wilhelm, Friedrich Hegel and Karl Marx had proposed the term. The theory of bureaucracy was developed by Hegel in his concept of the idealist state. He did not, however, propose a well-structured idea of bureaucracy; in fact, for some, it is as broad as Weber's. Hegel, like Marx, was not particularly interested in bureaucracy, but he developed it as part of a greater interest in investigating the essence of the state. According to Hegel, the state is the final evolution in a succession of logical social structures, with the family and civil society being the other two. Once the state is created, it is expected to offer the conditions for the unconscious and specifically oriented acts to become self-aware and public-spirited over time. The prince, the estates' deputies, and the bureaucrats are all political actors in Hegel's eyes. He elevated the concept of bureaucracy to abstract heights in his Philosophy of Right (1921), describing it as a transcending entity, a mind above human brain. He defined it as civil society's 'state formalism' and state authority as a company. The Marxist Point of View : Karl Marx's writings do not provide an in-depth treatment of bureaucracy. Because of his concentration with political economics, he couldn't even attempt a systematic analysis of the state. However, his first substantial work after his doctoral dissertation, "Contribution to the Critique of Hegel's Philosophy of

233 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) Law" (1843), is primarily concerned with the state. We can discover some brief remarks on bureaucracy in this book. Marx looked at bureaucracy in the framework of the capitalist state and its bureaucracy. He derived the concept of bureaucracy from the connection between power-holding institutions, particularly the state, and the social groups that were subservient to it. The significance of Marx's critique of bureaucracy resides in his assertion that bureaucratic organisations do not automatically reflect,

but rather corrupt and disfigure, the underlying social power relations. Thus, bureaucracy is the picture of a dominant social authority, distorted by its universality claim. The Weberian Bureaucratic Model : Max Weber, a German historian and sociologist, is credited with developing a theory of bureaucracy. His idea of bureaucracy laid the groundwork for a slew of future works on the subject. Max Weber was the first to mention bureaucracy as a significant improvement over government. He gave a thorough analysis of the nature of bureaucracy, as well as the various forms of bureaucratic organisations and thought. Bureaucracy, he said, is one of the most sensible and efficient ways to organize power. Weber discussed bureaucracy as part of a larger discussion of power, authority, and legitimacy. It's worth mentioning that he distinguished between power and authority based on legitimacy. According to him, if the people who are subjected to the power (even if it is exerted against their choice) regard it as proper or appropriate, it becomes legitimate and becomes the shape of authority. The distinguishing characteristics of bureaucracy according to Weber, set it apart from other sort of organisations based on nonlegal forms of authority. The advantage of bureaucracy, according to Weber is that it is most technologically proficient type of organisation, with specialized competence, certainty, continuity and unity. The rise of a money-based economy (which eventually led to the creation of capitalism) and the concomitant necessity for impersonal, rational-legal transactions ushered in the rise of bureaucracy as a favoured form of organisation. Instrumental organisations (e.g., public-stock commercial corporations) emerged quickly as a result of their bureaucratic structure which allowed them to handle the different demands of capitalist production more efficiently than small scale producers. Nonetheless, the terms bureaucracy and bureaucrat are frequently associated with negative connotations. They evoke images of bureaucracy, numerous rules and regulations, a lack of creativity, a lack of individual discretion, central control and a lack of accountability. Far from being portrayed as competent, popular modern depictions frequently portray bureaucracies as inefficient and unadaptable. Because the features that constitute bureaucracy's organizational advantages also include the potential for organizational failure, both flattering and unpleasant portrayals of bureaucracy can be valid. As a
234 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curretion (Dt. 17.10.2022) result, the qualities that make bureaucracies effective may also cause organizational disorders. 4.4 Notion of the Public The concept of the 'public' is the most basic of all political concepts, because it is only through the shared relationship it creates between rulers and ruled that government becomes more than just dominance. It's hardly surprising, then, that the subject of how to define the public sphere has occupied political intellectuals from Plato to more current philosophers like Hannah Arendt. Although the answers they have given have varied widely, what is relevant in the present context is simply the idea that there could be an answer, which has been held for well over two thousand years. What is novel today, on the other hand, is the growing realisation that political theory cannot, in principle, provide philosophical guidance of any kind about how the public realm can be finally and definitively identified, in a way that clearly distinguishes it from the private realm and thus allows an unquestionable limit to the proper scope of politics and state action to be set. Take a look at some of the most prevalent distinctions made between private and public codes. Access and visibility in both places are governed by laws. The public realm is often open to all members of the general public. Of course, who is to be classified as a member is a determining factor. It is objective, frequently incorporated in the constitution and protected by law, and it does not rely on arbitrary instantaneous judgements. Access to the private realm, on the other hand, is determined by the owner's subjective discretion. One must knock before entering a private home. Following this line of logic, one can look for comparable terminology in the public and private sectors, respectively. The public is impersonal and signifies separation, whereas the private implies closeness and solitude. Predetermined laws and bureaucracy define the public domain, whereas creativity defines the private sphere. The private market is a free-flowing "persons" exchange. It is a public activity in which individuals' representatives make decisions that influence collectives and individual groups (person). True, state authority is frequently referred to as 'public' but it is this aspect of the public realm that gives it primary responsibility for the well-being of all residents. Only when the exercise of political control is properly subordinated to the democratic demand for public access to information does the political public sphere achieve institutionalized authority over the government through the instrument of law-making bodies. The duty of criticism and control that a public body of citizens undertakes informally and formally in periodic elections against the ruling structure established in the shape of a state is referred to as "public opinion."

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235 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriculum (Dt. 17.10.2022) 4.5 Relationship between the Bureaucracy and the Public As the concept was developed by Weber, bureaucracy was meant to be the highest level of development of rational-legal governance. He said, bureaucracy must impart greater equality and greater transparency as compared to traditional forms of governance which it has replaced rather than oppressing the public. Bureaucracy is a link between the public and private sectors. It's critical for managing contracts and collaborations, as well as establishing link between social actors' networks and the public sector. Finally, it's helpful to envisage life without bureaucracy in order to appreciate its benefits. It would be a world without consistency, without continuity, and without competence. Although we loathe bureaucracy, we would despise a world without it even more. Bureaucrats undertake both 'output' functions, such as implementing policies and programmes, and 'input' functions, which include not only policy making but also shaping public perceptions of the government. The bureaucrats' main responsibilities are to: (i) carry out the government's policies and instructions, (ii) maintain and keep in order the general administrative apparatus under its official charge, and (iii) provide advice to the political executives on norms of procedure, regulation, and so on. Most developing countries' administrative systems follow the colonial administration's model. Several countries, however, have recently made significant reforms to restructure their administrative organisations. This has been impacted by a variety of domestic causes, such as the desire to fulfill the government's responsibility in providing services to the people, as well as external forces, such as increasing regional and international interactions and the impact of globalization. Similarly, the requirements imposed on developing countries by donor countries and agencies have attempted to modify the administrative characteristics of these countries, particularly the relationship between public officials and politicians. Some of these initiatives, however, have yet to generate the expected results, owing to distrust generally associated with ideas and recommendations from external parties, particularly former colonial powers. Second, because most donor-driven reforms are based on incorporating private sector practices into public sectors, the limited success can also be attributed to a simplistic approach that ignores the private sector's understanding and practice, as well as its limitations in developing countries. As a result, efforts to limit the influence of politics and political elites in the bureaucracy have made little success in industrialized countries as well as in developing countries, one of the fundamental features of contemporary government is the growth of public sector or government. It is however impractical to scale up the growth of government. Economics in this case can get insights from the measure of public expenditures which is usually the most visible part of government activity. Bureaucracies usually have the experience

236 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) and expertise needed for effective policy making. In the opinion of some Public Choice economists, the growth of public expenditure and government is directly proportional to public bureaucracy. Expansive set of bureaucracy is one of the stereotypes associated to public bureaucracy. Any simplistic model cannot be sufficient to depict role of public bureaucracy in policy making. William Niskanen's bureaucratic theory believes in the idea that public sector bureaucracy is non-profit body financed fully or partially by grant or periodic appropriation. He argues that in case of private sector, managers of these firms can retain profit which bureaucrats in their public sector cannot. Niskanen model of a bureaucratic behaviour is based upon several assumptions; self-interest primarily motivates bureaucrats, public sector receives its finances from sale of output and from other sources and it is a non-profit organization, lastly bureaucrats enjoy monopoly over information related to real costs of supply. He therefore adds that one of the key differences between exchange relation of market and bureau rest on fact that bureau in exchange of budget offers total output, where as market organization offers price of output units. Patronage is a key characteristic of bureaucracy-politics connections in underdeveloped countries. While this is a trait that even rich countries have faced in the past, it is the scope and slow progress in dealing with the offenders of such crimes in developing countries that causes anxiety. Most emerging countries did not have a well-developed private sector capable of employing a large number of people when they gained independence. As governments strove to live up to the dreams and aspirations of their people during the war for independence, combined with the euphoria that came with independence, the public sector became the major employer. As a result, employment in the public sector has become a political instrument for elites to reward their supporters. Furthermore, the lack of significant reforms in the civil service to implement a merit-based recruitment and promotion system lies at the heart of the patronage problem. This blemished the public sector in emerging countries resulting in lower productivity and triggering a vicious cycle of poverty, underdevelopment, political favoritism and inefficiency. Contrary to this, developed countries continue to profit from civil service reforms that not only allow employment of some of the best and the most qualified persons in public service delivery, but also for the separation of politicians and bureaucrats. The strong ties that exist between political elites and bureaucrats have resulted in significant economic and administrative issues. One of them is that it allows unfettered corruption to flourish, which is still a problem in developing countries. Worse, people responsible for the misappropriation of public funds, whether through thefts or dubious initiatives with no economic value, do not accept responsibility and are frequently recycled across government offices. It's no surprise that the top 20 worst-performing countries on the corruption ranking are from emerging countries which lose more money than

237 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) they borrow from donors for development purpose. Most administrative units in poor nations have become inefficient and characterized by impunity as a result of corruption. The second aspect that determines the relationship between bureaucracy and politics is representation. Public workers are meant to represent the public views, goals, interests and aspirations while remaining neutral. However, representation may take on a distinct meaning in poor and rich countries alike. Identity-based representation, whether ethnic, religious, racial or clan based is a typical trend in developing countries in this scenario. Job opportunities in the public sector have become a tool for promoting one's own support base and an important means of shaping attitudes and opinion of their support base as a result of weak institutions and polarizing political processes, while also strengthening control of the country's political and bureaucratic spheres. Not only has this resulted in horizontal inequality, but it has also served as a trigger for civil conflicts. The third factor is career advancement and civil service recruitment. Individuals must be recruited and promoted on the basis of merit as Weber's ideal bureaucracy believes in. In the absence of merit-based recruiting, the civil service is characterized by corrupt, inexperienced, and inept bureaucrats, who rely on the political elite's backup to stay in power. Therefore, there is presence of merit-based recruitment processes so as to maintain quality of public service personnel. Interests, values and drive are the fourth factor impacting ties between bureaucrats and politicians in developing countries. While politicians have been examined for their self-motivation and desire in improving public well-being, same traits can also be found among bureaucrats. Some relationships and values are also strengthened by networks formed at elite schools and universities, whose alumni appear to dominate top administrative and political posts. If the actors come from various backgrounds, some of them adopt similar ideologies and mentalities, which might either prevent cooperation or generate rivalry. Politics and bureaucracies in most developing nations are dominated by persons of a specific bloodline or class, which tends to define their relationships. Public bureaucracies have been mostly disregarded in most political communication research, although there has recently been an uptick in interest in their efforts. 4.6 Conclusion The emphasis on procedural regularity, a hierarchical system of accountability and responsibility, specialization of function, continuity, a legal-rational basis and inherent conservatism are thus the most essential features of pure bureaucratic organization. The rise of capitalism and the preference for standard money transactions over barter systems necessitated the adoption of bureaucratic organizational structures in both the private and governmental (public) sectors. Management in the public sector is usually

238 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) hard than the private sector because of certain major issues like transparency, absence of control over budget and personnel systems. The critical parts o bureaucratic type of organization, on the other hand can conflict with one another and are frequently at the root of accusations of bureaucracies as dysfunctional. To summarize, the same factors that make bureaucracy function can also operate against it. 4.7 Summary ? We discussed the Weber's model of bureaucracy and the broad spectrum of public in general. ? So far we have understood that bureaucracy is an essential link between public sector and the public which bridges the gap between the two. ? Likewise, for managing contracts and partnership and to act as the linkage between networks of social actors and the public sector. ? We have also discussed in length the responsibilities of bureaucratic organisation and the relationship it shares with politics. 4.8 Glossary ? Bureaucracy: Refers to body of administration, social system or government that has a hierarchical structure regulated by rules and regulations ? Bureaucratic Model: refers to organizational structure that follows a pattern of organizing people in hierarchy which has division of labor and procedures to operate. ? Weber's theory: Bureaucracy, according to Max Weber, is a highly ordered, formalized and impersonal entity. He also came to believe that an organization must have a stable hierarchical structure as well as defined rules, laws and lines of authority to govern it. 4.9 Model Questions ? What is your understanding of public? Describe in detail what does it mean in public administration. ? How public realm is different from private realm? ? Briefly discuss Hegel's idea of bureaucracy. ? Do you agree with Marx's idea of bureaucracy? Give reasons to substantiate your answer.

239 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) ? What do you understand by the term 'bureaucracy'? Does bureaucracy and bureaucrats share the same meaning? ? Describe Max Weber's theory of bureaucracy in detail. ? What are the responsibilities of a bureaucratic organisation? What criticism does it usually receive from public. ? How does the relationship of bureaucracy with politics influence the qualities of public service delivery by the civil servants? ? Describe Niskanen model of bureaucracy in brief. 4.10 References ? Altay, Asuman, (1999) 'The efficiency of bureaucracy on the public sector. "Dokuz Eylu .. l Universitesi Iktisadi Idari Bilimler Faku .. ltesi Dergisi 14, no. 2." ? Avasthi A. and Maheshwari S.R. (1987). Public Administration. Laxmi Narain Agarwal, Agra. ? Jain R.B. (1976) Contemporary Issues in Public Administration, Vishal, New Delhi. ? Peters, B. Guy. (1979) "Bureaucracy, politics, and public policy." : 339-358. ? Nyadera, Israel Nyaburi, and Md Nazmul Islam (2020) "Link between administration, politics, and bureaucracy.'' ? Aberbach JD, Putnam RD, Bert AR (1981) Bureaucrats and Politicians in Western Democracies. Harvard University Press, Cambridge, MA ? Dasandi N, Esteve M (2017) The politics-bureaucracy interface in developing countries. Public Adm Dev 37(4):231-245 ? Demir T, Nyhan RC (2008) The politics administration dichotomy: an empirical search for correspondence between theory and practice. Public Adm Rev 68:81-96

240 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Currection (Dt. 17.10.2022) 240 Unit-5 : Administration and Civil Society Structure 5.1 Objectives 5.2 Introduction 5.3 Concept of Civil Society 5.4 Understanding Administration 5.5 Relationship between the Civil Society and Administration 5.6
Conclusion 5.7 Summary 5.8 Glossary 5.9 Model Questions 5.10 References 5.1 Objectives ? To understand the nature of relationship between administration and Civil society. ? To decipher how civil society may impact the functioning of administration. ? To develop a notion of constructive relationship between civil society and administration. 5.2 Introduction At the very beginning, before understanding the multi-dimensional relationship between administration and civil society, we must develop a conception of what is civil society and how it is pivotal in influencing the administration. So, this unit begins with the question what is civil society and the answer is not a simple one. Logically, this unit would next address the various conceptions on society-administration relationship. Although administration encompasses all organizations, both public and private, including religious, political and other undertakings, for our purpose we shall consider administration from the perspective of carrying out or executing or implementing policy decisions, or to coordinate activity in order to accomplish some common purpose, or simply to achieve cooperation in the pursuit of a shared goal, particularly from the point of view of the state. Finally, after developing ideas about civil society and administration respectively, we will examine the relationship between

241 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) the two and understand the complex nature of their relations which in turn affects the functioning of administrative organizations and meeting the needs of society and the public. 5.3 Concept of Civil Society The term "civil society" can be traced back to the works of Aristotle and Cicero, two classical Greek and Roman thinkers. In fact, Aristotle is credited with coining the term "koino – nia politike – " for the first time, which denoted a form of 'political community'. In the modern discourse, the term, which was once considered identical with political institution, has taken a completely different shape and meaning, and is now referred to as an autonomous entity separate from the state and family. The late-eighteenth-century Scottish and Continental enlightenment age gave birth to the contemporary concept of civil society. Political thinkers from Thomas Paine to George Hegel created the concept of civil society as a parallel but distinct entity from the state. Civil society, according to them, is a sphere in which persons associate based on their shared interests, and desires. Changed economic realities, such as the growth of the bourgeois, private property, and market competition, reflect this new school of thought. Charles Taylor defined civil society as "a web of autonomous associations independent of the state, which bind citizens together in matters of common concern, and by their existence or actions could have an effect on public policy". As per Sussane Haber Rudolph "civil society... includes the idea of a non-state autonomous sphere; empowerment of citizens; trust building associational life; interaction with, rather than subordination to the State". Dipankar Gupta defines civil society, as "not a thing but a set of conditions within, which individuals interact collectively with the state." For Larry Diamond, it is the "realm of organized social life that is open, voluntary, self-generating, (largely) self-supporting, and autonomous from the state, bound by a legal order or a set of shared rules. It is distinct from the 'society' in general in that it involves citizens acting collectively in a public sphere to express their interests, passions, and ideas; exchange information, achieve mutual goals, make demands on the state, and hold the state officials accountable. Civil society is an intermediary entity standing between the private sphere and the state. Civil society is concerned with public rather than private ends... civil society relate to the state in some way but do not aim to win formal power." According to Jeffery Alexander "civil society is an inclusive, umbrella-like concept referring to plethora of institutes outside the state." Niraja Gopal Jayal envisions civil society to cover "all forms of voluntary associations and social interactions not controlled by the state." To Michael Bratton civil society is a "social interaction between the household and

242 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) the state characterized by community cooperation, structures of voluntary association, and networks of public communication." A definition of civil society produced by a number of renowned research centers has been endorsed by the World Bank, which is "the term civil society refers to a wide array of non-governmental and not-for-profit organizations that have a presence in public life, expressing the interests and values of their members or others, based on ethical, cultural, political, scientific, religious, or philanthropic considerations. Civil society organizations (CSOs) therefore refer to a wide of array of organizations: community groups, non-governmental organizations (NGOs), labor unions, indigenous groups, charitable organizations, faith-based organizations, professional associations, and foundations." The European Union (EU) considers CSOs to include "all non-State, not-for profit, non-partisan, and non-violent structures through, which people organize to pursue shared objectives and ideals, whether political, cultural, social or economic .... These CSOs are membership based, cause-based, and service oriented. Among them are the community-based organizations, NGOs, faith-based organizations, foundations, research institutions, gender based organizations, LGBT organizations, cooperatives, professional and business associations, media, and non-for-profit organizations. Trade unions and employers' organizations, the so-called social partners, constitute a specific category of CSOs." 5.4 Understanding Administration In the earlier unit, there has been a brief discussion on what administration is. Administration is basically concerned with the formulation of the objectives, plans and policies.

Administration lays down the fundamental framework of an organization, within which the management of the organization functions. The nature of administration is bureaucratic. It is a broader term as it involves forecasting, planning, organizing and decision-making functions at the highest level of the enterprise.

Though often management and administration are considered synonymous, there are differences between the two.

Management is a systematic way of managing people and things within the organization. The administration is defined as an act of administering the whole organization by a group of people. Management is an activity of business and functional level, whereas administration is a high-level activity. While management focuses on policy implementation, policy formulation is performed by the administration. Functions of administration include legislation and determination. Conversely, functions of management are executive and governing. Administration takes all the important decisions of the organization while management makes decisions under the boundaries set by the administration.
243
NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriculum (Dt. 17.10.2022) Theoretically, it can be said that both are different terms, but practically, the terms are often interchangeable. Often a manager performs both administrative and functional activities. Although the managers who are working on the top most level are said to be the part of administration whereas the managers working on the middle or lower level represents management. So administration represents the top layer of the management hierarchy of the organization. 5.5
Relationship between Civil Society and Administration In the globalization context, 'governance' is not just confined to either only state or market. Instead, these two actors are collaborating with each other to provide goods and services. With the reappearance of a vibrant civil society, this process has now become multiple actor-centric with NGOs, CBOs, Self-help groups acting as responsible stakeholders with the State and market in the process of governance and development. The two ways of governance—Keynesian Welfare State and Neo-liberalism have not produced the desired results, Anthony Giddens observes "A fundamental theme of third way politics is rediscovering an activist role for government, restoring and refurbishing public institutions. Reforming the State is far from easy in practice, but the aim should be to make government and State agencies transparent, customer- oriented and quick on their feet". Reform of government and the state is the first priority. The state should not dominate either markets or civil society, only regulate the both. The core role of the civil society has to be realized. Without a developed civil society there cannot be an effective market system or well-functioning government. Let us now look at the various endeavours in the area of civil society and see how these can be tapped to facilitate development and governance. There is an urgent need for the government, civil society and private sector to work as partners in crucial areas of participatory development. Without a civil society to nourish engaged citizens, it has been observed, politicians turn into 'professionals', out of touch with their constituencies; while citizens are reduced to mere antagonists or turn into ungrateful clients of government services that they readily consume without being willing to pay for. Market-State endeavours have overwhelmed the economy in the recent past with many public sector enterprises divesting and opening up to private entrepreneurs. There have been successful ventures between the state and civil society, especially in the areas of Information Technology and resource management. It has to be seen how market can fruitfully associate with the State as well as civil society in the future. The convergence between NGOs and informal profit-oriented enterprises, as has been

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244 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriculum (Dt. 17.10.2022) observed, offer some promise for building a different model of society. Since profits generated within this new 'non-profit-for profit' nexus are invested in public as well as private goods and services. Recent decades, points out Scholte (2000), have brought a general retreat from centralized governance with trends toward devolution, regionalization and globalization. Governance has shifted from a unidirectionality of statism to a multidimensionality of local, national, regional and global layers of regulation and meeting the specific needs in each of these levels. Although large-scale globalization has not dissolved Nation States, this form of collective identity is slowly losing its previous position of primacy. In the late 20th century, world politics is also being deeply shaped by sub- state solidarities like ethno-nations and by non-territorial, trans border communities based on class, gender, race and religion. There is a strong emphasis on community not as a social or geographical construct, but as a virtual space of shared cultural and moral affinities that express the ethics of self-governance. As per the Human Development Report (1999), the focus is on the fair, rights-based, practical shaping of daily institutional practices in each sphere of individual life. Informal community initiatives are now being organized all over South Asia, with or without government help, and they have often succeeded in serving those vulnerable sections of society that governments find quite difficult to reach. By opening spaces for civic engagement, civil society organizations, households, businesses and the media can contribute to governance processes for human development in general and an improvement in the lives of local communities in particular. The emergence of the self-instituted civil society as an independent social partner alongside formal political and economic structures has a potential for thoroughly modifying governance systems. In July 2002, the World Civil Society Forum met in Geneva to discuss issues that would help in strengthening international cooperation between civil society and international organizations. The implications of this type of global civil society are not so clear but encouraging nevertheless. Some ponderable could be: (i) Will huge networks and coalitions of citizen activists come to rival international governmental organizations (IGOs) in the next century as leading vehicles of transnational cooperation, (ii) Will new democratic processes arise at the worldwide level that can offset the clout of global capital, and (iii) Will national public policy debates increasingly be influenced by social and economic norms that hold sway globally. NGO's and social movements must keep in mind that their influence on the process of global governance will remain quite limited unless they succeed in effectively channelling their national governments' action as well as influencing the allocation of

245 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriculum (Dt. 17.10.2022) resources mobilized by governments and multilateral institutions. The new trends in globalization cannot be a remedy for all ills. Socio-economic development has to be indigenous, contextual and innovative. Especially, in the developing countries, where community plays a pertinent role in production of goods and services; more so, at the micro-level, the solution lies in what has been called 'localization'. There is a need for more research in the areas of community building, democracy and citizenship, role of global civil society and collaborative networking among the NG0s. It has been pointed out that village councils in which women and Dalits have a central place will be a genuine indigenous institutional innovation. They can give a new lease of life to democracy in India. An alternative paradigm that treats citizens as equal partners in development with due regard to goals of equity and social justice is therefore needed. The retention of high levels of autonomy and self-organization will be important if these agencies are not to be flooded by distorting State power. Established traditions of participative planning and community development can be complemented by experience in direct democracy (Ferlie and Fitzgerald, 2002). With the recent formation of the Confederation of NGOs in rural India, several hundreds of NGOs working in the remote areas can now express their ideas, suggestions and grievances on institutionalized lines. The Council for Advancement of People's Action and Rural Technology (CAPART) is playing the role of facilitator in this regard with emphasis on transparency, expeditious disposal, flexible and innovative approach towards projects for the poor in rural areas through NGOs. These NGOs will have representation at the district, state and national levels. In a number of countries, we can witness strong political efforts to reaffirm the position of the citizen in relationship to public administration such as Citizens' Charters in Britain, Charter for Right and Freedom in Canada and new Chapter in Constitution on Human Rights in Sweden. We have discussed various civil society endeavours earlier and it is important to acknowledge them as important efforts in the areas of participatory governance. In a sincere bid to open up a new democratic terrain, it has been rightly pointed out that the core justificatory principle is that major arenas of social, economic and political power (power over people's lives and power that shapes the life of society itself) should be harnessed to a doctrine of democratic responsibility. This is a responsibility that acknowledges a framework of obligations and accountability recognizes a range of legitimate stakeholders and seeks ways in which these stakeholders can have an effective voice. An approach of this kind will not be able to serve the purpose if attempts to construct iron walls between 'public' and 'private' centres of power are made. Instead, the doctrine of responsibility should be applied to both.

246 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriculum (Dt. 17.10.2022) This new thinking should not be seen as a shift in power from the state to civil society, but rather as the natural evolution of the relationship between those who govern and those who are governed. Couched in positive terms, governments are learning to govern better through heeding the popular voice; and citizens are learning to be better citizens through exposure to the regular rules and disciplined practices of associations of civil society. The private sector has a large stake in the expansion of civil society because civil order fosters economic growth. The synergies arising out of the emerging relations between the State, private sector, and civil society must thus be put to practical use. This is a relevant but difficult goal to achieve. Civil society organizations are necessary in the present context to ensure effective, responsive and efficient governance based on viable State-society and Society-market partnerships. 5.6 Conclusion We have seen that administration too is a complex process which often goes hand in hand with management and governance of organizations, and the focus of this module has been on civil society and its impact on administration. The basic concepts of state, civil society, and the administration and administrators, as well as their interrelationships, have been brought out and examined. The interconnections between society and government, particularly between administration and civil society has been discussed with light on essential conceptualizations of society-administration linkages. 5.7 Summary ? Civil society acts through social capital and the capacity of people to act together willingly in their common long term interest. Social capital is strong in a homogeneous, egalitarian society. ? Civil society as a whole is, therefore, unable to pay its full potential role in enforcing good governance except when extraordinary leadership overcomes narrow loyalties, or when an issue is of common, major concern to all sections. Smaller units of governance and decentralization of governance are, therefore, indispensable. ? Individual cannot take on the huge political bureaucratic machine that the government is, nor can the entire civil society act on behalf of every citizen. Civil society therefore has to operate through compact, focused organizations based on strong social capital.

247 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) ? There is a close relationship between civil society and administration, with the former exerting considerable influence on the latter, and the administration too must take into confidence the various actors of civil society to successfully reach the targets of governance and effectively serve the people. 5.8 Glossary ? Public Administration- Planning, organizing, directing, coordinating and controlling of government operations. ? Civil Society- Society considered as a community of citizens linked by common interests and collective activity. ? WB- World Bank ? NGO- Non Governmental Organization ? Capitalism- An economic and political system in which a country's trade and industry are controlled by private owners for profit, rather than by state. ? Bureaucracy- A system of government in which most of the important decisions are taken by state officials rather than by elective representative. ? EU- European Union. ? Ecology- The branch of biology that deals with the relations of organisms to one another and to their physical surroundings. ? Governance- The action or manner of governing a state. 5.9 Model Questions ? What is your understanding of civil society? Describe some of the domains of its applications. ? What do you mean by administration? How is civil society and administration related to each other? ? What is the relationship between state, market and civil society? ? What are the role of civil society organizations in the globalization context of governance and development? ? What do you understand by open society? Write critical note on the relationship between state and civil society in the context of energing socio-economic crisis in the global community.
248 NSOU ?CC-PA-01 D: \ Suvendu \ NSOU\ HPA (CC-PA-01) Dummy Curriection (Dt. 17.10.2022) 5.10 References ? Edwards. Michel, (2011) The oxford handbook of Civil Society, (Page-185-195). Oxford University Press, ? Thurid Hustedt, Tiina Randma, Liiv and Riin Savi. (2012) Public Administration and Disciplines. Leuven University Press. 13 March, ? Balla, S., Lodge, M., & Page, E. (ed). (2015). the Oxford Handbook of Classics in Public Policy and Administration. Oxford: Oxford University Press. ? Pollitt, C., & Bouckaert, G. (2017). Public Management Reform: A Comparative Analysis. 4th ed., Oxford: Oxford University Press. ? Raadschelders, J.C.N. (2011). The study of public administration in the United States. Public Administration 89: 140-155. ? Ganapati, S., & Reddick, C.G. (2016). Information Technology in Public Administration Educa-tion. Journal of Public Affairs Education 22(2): 155-160. ? Roberts, A. (2014). Large Forces: What's Missing In Public Administration. Create Spaces. ? Sager, F., Rosser, C., Mavrot, C., & Hurni, P. (2018). A Transatlantic History of Public Administration.

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1/90	SUBMITTED TEXT	16 WORDS	84%	MATCHING TEXT	16 WORDS
Nature and Scope Structure 1.1 Objectives 1.2 Introduction 1.3 Definition of Public Administration 1.4 Nature of Public Administration 1.5 Scope of			NATURE AND SCOPE UNIT STRUCTURE 1.1 Learning Objectives 1.2 Introduction 1.3 Meaning of Public Administration 1.4 Nature of Public Administration 1.5 Scope of		

W http://eslm.kkhsou.ac.in/E-SLM_Main/2nd%20Sem/Master%20Degree/Political%20Science/PGPS%20S201/Blo ...

2/90	SUBMITTED TEXT	44 WORDS	92%	MATCHING TEXT	44 WORDS

Public Administration is that part of the science of administration which has to do with government, and thus concerns itself primarily with the executive branch where the work of the government is done, though there are obviously problems also in connection with the legislative and judicial branches',

Public administration is that part of the science of administration, which has to do with the government; concerns itself primarily with the executive branch where the work of the government is done; though there are obviously problems also in connection with the legislative and judicial branches.

W https://egyankosh.ac.in/bitstream/123456789/25454/1/Unit-1.pdf

3/90	SUBMITTED TEXT	18 WORDS	91%	MATCHING TEXT	18 WORDS

is meant, in common usage, the activities of the executive branches of the national, state and local governments'.

is meant, in common usage, the activities of the executive branches of national, state and local governments,

W https://www.sharmaacademy.com/mppsc-notes/mppsc-notes-paper-II-administration-and-management.php

4/90	SUBMITTED TEXT	54 WORDS	87%	MATCHING TEXT	54 WORDS

Administration is concerned with 'what' and the 'how' of government. The 'what' is the subject matter, technical knowledge of a field which enables the administrator to perform his tasks, the 'how' is the technique of management, the principles according to which cooperative programmes are carried to success, each is indispensable, together they form the synthesis called administration'.

Administration is concerned with ‘what’ and ‘ how’ of the government. The ‘what’ is the subject matter, technical knowledge of a field, which enables the administrator to perform his tasks? The ‘how’ is the technique of management, the principles according to which co-operative programmes are carried to success. Each is indispensable; together they form the synthesis called administration”.

W https://www.aijbm.com/wp-content/uploads/2020/09/I395661.pdf

5/90	SUBMITTED TEXT	22 WORDS	91%	MATCHING TEXT	22 WORDS

Public administration is a cooperative group effort in a public setting; ? It covers all three branches–executive, legislative, and judicial–and their interrelationships; 10

Public administration: cooperative group effort in a public setting; covers all three branches –executive, legislative, and judicial-and their interrelationships; (

W https://www.researchgate.net/publication/342876516_Public_Administration_Meaning_Scope_and_Its_Nature

6/90 **SUBMITTED TEXT** 38 WORDS **86%** **MATCHING TEXT** 38 WORDS

has an important role in the formulation of public policy and thus a part of the political process; ? It is different in significant ways from private administration; and ? It is closely associated with numerous private groups and individuals

has an important role in the formulation of public policy, and is thus part of the political process; (d) is different in significant ways from private administration; and is closely associated with numerous private groups and individuals.

W https://www.researchgate.net/publication/342876516_Public_Administration_Meaning_Scope_and_Its_Nature

7/90 **SUBMITTED TEXT** 17 WORDS **61%** **MATCHING TEXT** 17 WORDS

scope of Public Administration as an activity is equivalent to map all the activities of the government.

Scope of Public Administration as an activity Broadly Public Administration embraces all the activities of the government.

W https://www.sharmaacademy.com/mppsc-notes/mppsc-notes-paper-II-administration-and-management.php

8/90 **SUBMITTED TEXT** 24 WORDS **45%** **MATCHING TEXT** 24 WORDS

of administration. The POSDCORB sums up the carnal of public administration in the seven functions of the manager viz. P-Planning, O-Organizing, S-Staffing, D-Directing, CO-Coordinating, R-Reporting,

SA DSC 4 (Block 1) Public Administration-Concepts and Theories.pdf (D165316454)

9/90 **SUBMITTED TEXT** 32 WORDS **57%** **MATCHING TEXT** 32 WORDS

the objectives to be achieved and the methodologies to accomplish the same. Organization stands for setting up of the formal structure of authority through which the work is defined, sub-divided, arranged, and coordinated. Staffing

the things to be done and the method to be adopted to accomplish the purpose. Organization, means the of the formal structure of authority through which the work is sub divided, arranged, and coordinated. Staffing,

W http://eslm.kkhsou.ac.in/E-SLM_Main/2nd%20Sem/Master%20Degree/Political%20Science/PGPS%20S201/Blo ...

10/90 **SUBMITTED TEXT** 34 WORDS **82%** **MATCHING TEXT** 34 WORDS

orders and instructions. Coordinating indicates integration of various divisions, sections and other parts of the organization. Reporting means updating the superiors within the agency to whom the executive is responsible about what is going on. 12

orders and instructions. • Coordinating means inter-relating the work of various divisions, sections and other parts of the organization. • Reporting means informing the superiors within the agency to whom the executive is responsible about what is going on. •

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11/90	SUBMITTED TEXT	15 WORDS	71%	MATCHING TEXT	15 WORDS

regardless of the nature of the work they do. Hence, POSDCORB view provides certainty, and definiteness

regardless of the nature of the work they do POSDCoRB unity, certainty, and definiteness

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12/90	SUBMITTED TEXT	11 WORDS	100%	MATCHING TEXT	11 WORDS

the study of the 'subject matter' with which the agency is

the study of the "subject matter" with which the agency is

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13/90	SUBMITTED TEXT	10 WORDS	100%	MATCHING TEXT	10 WORDS

any reference to the formulation and implementation of the policy.

any reference to the formulation and implementation of the policy.

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14/90	SUBMITTED TEXT	19 WORDS	90%	MATCHING TEXT	19 WORDS

the substantive matters of administration, like defense, law and order, education, public health, agriculture, public works, social security, justice, welfare,

the substantive matters of administration, such as Defense, Law and Order, Education, Public Health, Agriculture, Public Works, Social Security, Justice, Welfare,

W https://www.researchgate.net/publication/342876516_Public_Administration_Meaning_Scope_and_Its_Nature

15/90	SUBMITTED TEXT	53 WORDS	91%	MATCHING TEXT	53 WORDS

the scope of Public Administration Merriam wrote "Public Administration is an instrument with two blades like a pair of scissors. One blade may be knowledge of the field covered by POSDCORB, the other blade is knowledge of the subject matter in which these techniques are applied. Both blades must be good to make an effective tool".

the scope of public administration with the statement of Lewis Public administration is an instrument with two blades like a pair of scissors. One blade may be knowledge of the field covered by POSDCoRB, the other blade is knowledge of the subject matter in which these techniques are applied. Both blades must be good to make an effective tool".

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16/90 **SUBMITTED TEXT** 26 WORDS **48%** **MATCHING TEXT** 26 WORDS

Public Administration. ? Discuss the scope of Public Administration ? Explain the nature of Public Administration ? Distinguish between the managerial perspective and the integrative perspective of Public Administration. ?

Public Administration • describe the nature of Public Administration • explain the scope of Public Administration • distinguish between Private and Public Administration • analyse the Role of Public Administration

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17/90 **SUBMITTED TEXT** 67 WORDS **95%** **MATCHING TEXT** 67 WORDS

between Public and Private Administration. John Gaus, Ludivig Von Mises, Paul H. Appleby, Sir Josia Stamp, Herbert A. Simon, Peter Drucker, etc., in their writings, have made distinction between Public and Private Administration. According to Simon, the distinction between Public and Private Administration relates mainly to three points: first, Public Administration is bureaucratic whereas Private Administration is business like; Secondly, Public Administration is political where as Private Administration is non-political; and, 18

between public and private administration John Gaus, Ludivig Von Mises, Paul H. Appleby, Sir Josia Stamp, Herbert A. Simon, Peter Drucker, etc., in their writings, have made distinction between public and private administration. According to Simon, the distinction between public and private administration relates mainly to three points: • Public administration is bureaucratic whereas private administration is business like; 11 • Public administration is political where as private administration is non-political; and •

W https://egyankosh.ac.in/bitstream/123456789/25454/1/Unit-1.pdf

18/90 **SUBMITTED TEXT** 53 WORDS **100%** **MATCHING TEXT** 53 WORDS

government administration differs from all other administrative work to a degree not even faintly realised outside, by virtue of its public nature, the way in which it is subject to public scrutiny and outcry. This interest often runs to details of administrative action that in private business would never be of concern other then inside the

Government administration differs from all other administrative work to a degree not even faintly realised outside, by virtue of its public nature, the way in which it is subject to public scrutiny and outcry. This interest often runs to details of administrative action that in private business would never be of concern other then inside the

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19/90 **SUBMITTED TEXT** 48 WORDS **91%** **MATCHING TEXT** 48 WORDS

administration is politics since it must be responsive to the public interest. It is necessary to emphasize the fact that popular political processes, which are the essence of democracy, can only work through governmental organization, and that all governmental organizations are not merely administrative entities, they are and must be political organisms."

Administration is politics since it must be responsive to the public interest. It is necessary to emphasise the fact that popular political processes, which are the essence of democracy, can only work through governmental organisation, and that all governmental organisations are not merely administrative entities, they are and must be political organisms." 12

W https://egyankosh.ac.in/bitstream/123456789/25454/1/Unit-1.pdf

20/90 **SUBMITTED TEXT** 23 WORDS **90%** **MATCHING TEXT** 23 WORDS

we are no longer confronted with several administrative sciences but one which can be applied equally well to public and private affairs". Hence, the following	We are no longer confronted with several administrative sciences but with which can be applied equally well to public and to affairs". The following

W https://egyankosh.ac.in/bitstream/123456789/25454/1/Unit-1.pdf

21/90 **SUBMITTED TEXT** 23 WORDS **65%** **MATCHING TEXT** 23 WORDS

Public Administration. New York, Macmillan Co., 1926 ?
Nigro, F. A., & Nigro, L. G.. Modern Public Administration. New York: Harper & Row, 1984. 15

SA 180E1230_Administrative Thought - I (Final).doc (D165106920)

22/90 **SUBMITTED TEXT** 12 WORDS **78%** **MATCHING TEXT** 12 WORDS

Planning, Organization, Staffing, Directing, Co-ordinating, Reporting and Budgeting. Planning represents the chalking out

SA 159E1140-Principles of Public Administration.pdf (D165202753)

23/90 **SUBMITTED TEXT** 20 WORDS **78%** **MATCHING TEXT** 20 WORDS

study of management or administration in accordance with the purposes or particular forms of undertaking seems to many authorities equally misdirected.

SA 159E1140-Principles of Public Administration.pdf (D165202753)

24/90 **SUBMITTED TEXT** 12 WORDS **84%** **MATCHING TEXT** 12 WORDS

with the publication of F. W. Willoughby's book "Principles of Public Administration"	with the publication of W. F. Willoughby's book Principles of Public Administration

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25/90 **SUBMITTED TEXT** 12 WORDS **85%** **MATCHING TEXT** 12 WORDS

the publication of L.D. White's Introduction to the Study of Public Administration	The notable publication of D. White's Introduction to the Study of Public Administration (1926),

W http://eslm.kkhsou.ac.in/E-SLM_Main/2nd%20Sem/Master%20Degree/Political%20Science/PGPS%20S201/Blo ...

26/90 **SUBMITTED TEXT** 26 WORDS **85%** **MATCHING TEXT** 26 WORDS

five paradigms: paradigm-1 (The Politics-Administration Dichotomy), paradigm-II (The Principal of Administration), paradigm-III (Public Administration as Political Science), paradigm-IV (Public Administration as Administrative Sciences), and paradigm-V (Public Administration as Public Administration).

five successive paradigms: Paradigm I: The politics/Administration Dichotomy, 1900-26 Paradigm II: The Principles of Administration, 1927-37 Paradigm III: Public Administration as Political Science, 1950-70 Paradigm IV: Public Administration as management, 1956-70, and Paradigm V: Public Administration as Public Administration, 1970-

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27/90 **SUBMITTED TEXT** 21 WORDS **59%** **MATCHING TEXT** 21 WORDS

It has freed the discipline from the stifling regimen of structure and paved the way for more accommodative, less hierarchical type of

It has set the discipline free from the traditional bondage of structure and process and paved the way for a more flexible, less-hierarchical and accommodative type of

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28/90 **SUBMITTED TEXT** 10 WORDS **100%** **MATCHING TEXT** 10 WORDS

increased the urgency of having a more proactive Public Administration

increased the urgency of having a more proactive public administration,

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29/90 **SUBMITTED TEXT** 25 WORDS **61%** **MATCHING TEXT** 25 WORDS

The term of 'development administration' was coined by an Indian civil servant, U.L. Goswami in his article entitled ' The Structure of Development Administration in India'

the term " Development Adminstration" was first used by the Indian civil servant U. L.Goswami in 1955 in his article '' The Structure of Development Administration in India''.

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30/90 **SUBMITTED TEXT** 10 WORDS **100%** **MATCHING TEXT** 10 WORDS

development administration, New Public Administration and new public management and

development administration, new public administration and new public management and

W http://eslm.kkhsou.ac.in/E-SLM_Main/2nd%20Sem/Master%20Degree/Political%20Science/PGPS%20S201/Blo ...

31/90	SUBMITTED TEXT	20 WORDS	92%	MATCHING TEXT	20 WORDS

mid- century 'the two defining pillars of public administration.' namely the politics/ administration dichotomy and the principles of administration had been

mid- century the two defining pillars of Public Administration – the politics/administration dichotomy and the principles of administration – had been

W https://epgp.inflibnet.ac.in/epgpdata/uploads/epgp_content/S000030PU/P000179/M016452/ET/146588928 ...

32/90	SUBMITTED TEXT	12 WORDS	93%	MATCHING TEXT	12 WORDS

New Public Administration : Anti-positivist, anti-technical, and anti-hierarchical reaction against traditional public administration

New Public is an anti-positivist, anti-technical, and anti-hierarchical reaction against traditional public administration.

W https://en.wikipedia.org/wiki/New_Public_Administration

33/90	SUBMITTED TEXT	87 WORDS	75%	MATCHING TEXT	87 WORDS

state and system of government. It is concerned with power, authority and their influence. It ensures authoritative allocation of values to the various sections in society; Public Administration is very closely, if not indistinguishably connected with political science. Whereas Political science is connected with government, Public Administration is government in action. Dwight Waldo, an eminent thinker had pointedly observed the relationship between the two disciplines in the followin, words "The interface between the two (Political Science and Public Administration) becomes clear and vivid if we concur that both deal with political system or substantially

state and systems of government. It is concerned with powerOpens in new window, authorityOpens in new window and influence. It ensures authoritative allocation of values to the various sections in societyOpens in new window. Public administration is very closely, if not indistinguishable, connected with political science. Whereas political science is concerned with government, public administration is government in action. An eminent author had pointedly observed the relationship between the two disciplines in the following word: "The interface between the two (political science and public administration) becomes clear and vivid if we concur that both deal with the political system (or substantially

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34/90	SUBMITTED TEXT	38 WORDS	84%	MATCHING TEXT	38 WORDS

Being the study of state and government, political science provides the fundamental framework within which public administration functions. Public Administration is government in action and as such concerned with the use of power given to it in order 64

Being the study of stateOpens in new window and governmentOpens in new window, political science provides the fundamental framework within which public administration functions. Public administration is government in action and as such concerned with the use of power given to it in order

W https://www.ifioque.com/career-workshop/management/relationship-btw-public_administration&politic ...

35/90	SUBMITTED TEXT	35 WORDS	77%	MATCHING TEXT	35 WORDS

of the government. There are many more common areas of study which makes Public Administration and Political Science more of sister disciplines. Public policy studies constitutional law, administrative law, delegated legislation, government budgeting, local government and the like.

of the State. There are many common areas of study which makes Public administration and Political science more of a sister-brother connection. Public policyOpens in new window studies, constitutional law, administrative law, delegated legislation, government budgeting, local government and the like

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36/90	SUBMITTED TEXT	42 WORDS	71%	MATCHING TEXT	42 WORDS

are such common areas which are studied in both Political Science and Public Administration; there exits another point of close connection between the two disciplines; the political environment of a nation largely shapes the nature of the political system and activities of its administrative

are such common areas which are studied in both political science and public administration. Furthermore, there exists another point of close connection between the two disciplines. The political environment of a nation shapes largely the nature and activities of its administrative system. The volume of administrative

W https://www.ifioque.com/career-workshop/management/relationship-btw-public_administration&politic ...

37/90	SUBMITTED TEXT	34 WORDS	82%	MATCHING TEXT	34 WORDS

the nature of its functioning is determined by the scope of government functions which is decided politically. Public administrators work with and under the direction of politicians. Since public administration functions in the contex of

The volume of administrative activities is determined by the scope of government functions, which is decided politically. Public administrators work with and under the direction of politicians. Since Public administration functions in the context of

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38/90	SUBMITTED TEXT	36 WORDS	83%	MATCHING TEXT	36 WORDS

and governmental system, its study calls for a good deal of preliminary knowledge of political institutions and ideologies and governmental activities. Hence, Dimock rightly points out that "understanding of politics is the key to an understanding of public administration."

and governmental system, its study calls for a good deal of preliminary knowledge of political institutions and governmental activities. Hence, DimockOpens in new window rightly points out that “an understanding of politics is the key to an understanding of Public administration”.

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39/90	SUBMITTED TEXT	47 WORDS	89%	MATCHING TEXT	47 WORDS

The founding father of Public Administration, Woodrow Wilson propounded politics— administration dichotomy which made a sharp distinction between politics and administration. According to this theory the domain of politics is policy making and that of administration is policy implementation. In other words, politics is concerned with laying down policies, whereas

The founding father of Public administration Woodrow WilsonOpens in new window propounded politics-administration dichotomy theory which made a sharp distinction between politics and administration. According to this theory, the business of politics is policy-making and that of administration is policy implementation. In other words, politics is concerned with laying down of policies, whereas

W https://www.ifioque.com/career-workshop/management/relationship-btw-public_administration&politic ...

40/90	SUBMITTED TEXT	77 WORDS	78%	MATCHING TEXT	77 WORDS

view to cost effective measures. Woodrow Wilson further point that "Administration lies outside the proper sphere of politics, administrative questions are not political questions. All politics sets the task for administration, it should not be used to manipulate its officers. The field of Administration is a field of business, it is removed from the hurry and strife of politics and at the most common stands apart even from the debatable grounds of constitutional study.'' In brief, the various points of distinction between

view to cost-effective measures. Woodrow Wilson that "Administration lies outside the proper sphere of politics. Administrative questions are not political questions. Although politics sets the task for administration, it should not be used to manipulate its The field of administration is a field of business, it is removed from the hurry and strife of politics; and at the most, stands apart even from the debatable ground of constitutional study". In brief, the various points of distinction between

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41/90	SUBMITTED TEXT	14 WORDS	100%	MATCHING TEXT	14 WORDS

The scope of Political Science is wider than the scope of Public Administration because

The scope of Political science is wider than the scope of Public administration because

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42/90	SUBMITTED TEXT	11 WORDS	100%	MATCHING TEXT	11 WORDS

is a branch of Political Science. ? Public Administration is practical

is a branch of Political science. • Public administration is practical,

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43/90	SUBMITTED TEXT	61 WORDS	92%	MATCHING TEXT	61 WORDS

while Political Science is largely theoretical. In other words, Public Administration is the real world of governance, while Political Science is the analysis of government. ? Public Administration is concrete, while Political Science is abstract. ? Political Science deals with the struggle for securing and retaining power, whereas Public Administration concerns itself with the utilisation of power in realising the goals of state policy. 67

while Political science is largely theoretical. In other words, Public administration is the real world of governance, while Political science is the analysis of government. • Public administration is concrete, while Political science is abstract. • Political science deals with struggle for securing and retaining power, whereas Public administration concerns itself with the use of power in realizing the goals of state policy. •

W https://www.ifioque.com/career-workshop/management/relationship-btw-public_administration&politic ...

44/90	SUBMITTED TEXT	40 WORDS	59%	MATCHING TEXT	40 WORDS

the words of John M. Gaus, "There is no denying the fact that there is a difference between the duties of political offices and those of Administrative offices, but the difference is more of a degree rather than of a kind." ?

the words of John M. GausOpens in new window, “There is no denying the fact that there is difference between the duties of political officers and those of administrative officers, but the difference is more of a degree rather than of a kind.

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45/90	SUBMITTED TEXT	23 WORDS	100%	MATCHING TEXT	23 WORDS

of administration, and that the vocabulary of administrative theory must be derived from the logic and psychology of human choice" (Simon 1978, 353).

of administration, and that the vocabulary of administrative theory must be derived from the logic and psychology of human choice.” Simon

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46/90	SUBMITTED TEXT	22 WORDS	87%	MATCHING TEXT	22 WORDS

state but from different positions: Political Science activate and energizes the state it deals with the input path while public administration deals with

state) but from different positions: Political science activates and energizes the state: it deals with the input part, while Public administration deals with

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47/90	SUBMITTED TEXT	34 WORDS	75%	MATCHING TEXT	34 WORDS

used in three different senses : First, the act of designing the administrative structure, Secondly, both designing and building the administrative structure, and third basic administrative structure. But these views represent a mechanistic (structural) view

used in three different senses, that the act of designing the administrative structure, both designing and building the administrative structure, and the administrative structure itself. These three views represent a mechanistic (structural) view

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48/90	SUBMITTED TEXT	22 WORDS	54%	MATCHING TEXT	22 WORDS

in the sense, that they convey the idea of human relationship, but an administrative organization is both structure and set of human

in the sense that they do not convey the idea of human relationship (informal relations). However, an organization is both a structure and a set of human

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49/90	SUBMITTED TEXT	32 WORDS	50%	MATCHING TEXT	32 WORDS

proper utilization of man, materials and money for the desired accomplishment of its defined purpose. Thus, it is said, "organization is the basic tool by means of which the administrative processes are kept operating."(

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50/90	SUBMITTED TEXT	17 WORDS	72%	MATCHING TEXT	17 WORDS

binds the various levels and units of the organization with a continuous chain of authority. The essence of

binds together the different units and levels of the organization with a continuous chain of authority. The essence of

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51/90	SUBMITTED TEXT	23 WORDS	84%	MATCHING TEXT	23 WORDS

L. D. White stated, ‘‘The process of transfer of administrative authority from lower to a higher level of government, is called centralization :

SA SYBA Semester 3 Politics Paper 3 PUBLIC ADMINISTRATION.pdf (D117362101)

52/90	SUBMITTED TEXT	12 WORDS	87%	MATCHING TEXT	12 WORDS
by the delegate to his subordinate. It must be stated here that			by the delegate to his subordinates. It must be clarified here that		

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53/90	SUBMITTED TEXT	13 WORDS	76%	MATCHING TEXT	13 WORDS
the delegator can neither transfer his final authority nor abdicates his ultimate responsibility.			the delegator neither transfers his final authority nor abdicates his ultimate responsibility.		

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54/90	SUBMITTED TEXT	21 WORDS	86%	MATCHING TEXT	21 WORDS
Terry observes, "it is something like imparting knowledge you share with others, who then possesses the knowledge you still retain the knowledge."			Terry observes, “it is something like imparting knowledge you share with others, who when possess the knowledge; you still retain the knowledge		

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55/90	SUBMITTED TEXT	19 WORDS	100%	MATCHING TEXT	19 WORDS
the job. Hence one who does the job, must have the authority whether his superior likes it or not.			the job.” Hence, one who does the job, must have the authority whether his superior likes it or not.		

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56/90	SUBMITTED TEXT	10 WORDS	100%	MATCHING TEXT	10 WORDS
the term "delegation of authority" is thus an obsolete expression.			The term ‘delegation of authority’ is thus an ‘obsolete expression’.		

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57/90	SUBMITTED TEXT	12 WORDS	100%	MATCHING TEXT	12 WORDS
to train the subordinates in the art of sharing responsibility and making			To train the subordinates in the art of sharing responsibility and making		

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58/90	SUBMITTED TEXT	16 WORDS	82%	MATCHING TEXT	16 WORDS

the sense of responsibility and interest in the employees. H. The congestion of work at the top

the sense of responsibility and interest in the employees • To overcome congestion of work at the top

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59/90	SUBMITTED TEXT	13 WORDS	100%	MATCHING TEXT	13 WORDS

no superior can render himself superfluous by delegating entire authority vested in him.

no superior can render himself superfluous by delegating entire authority vested in him.

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60/90	SUBMITTED TEXT	16 WORDS	100%	MATCHING TEXT	16 WORDS

he has to retain some important powers to exercise effective control over the functioning of the

He has to retain some important powers to exercise effective control over the functioning of the

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61/90	SUBMITTED TEXT	11 WORDS	100%	MATCHING TEXT	11 WORDS

should be kept free and open and systematic reporting system should

should be kept free and open, and systematic reporting system should

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62/90	SUBMITTED TEXT	14 WORDS	95%	MATCHING TEXT	14 WORDS

Bhattacharya : New Horizons of Public Administration, Jawahar Publishers & Distributor (New Delhi 2016) 129

Bhattacharya, Mohit, 1998, New Horizons of Public Administration, Jawahar Publishers & Distributors, New Delhi.

W https://egyankosh.ac.in/bitstream/123456789/25454/1/Unit-1.pdf

63/90	SUBMITTED TEXT	15 WORDS	85%	MATCHING TEXT	15 WORDS

delegation is devolution of authority by a person to his subordinate, subject to his

SA 159E1140-Principles of Public Administration.pdf (D165202753)

64/90 **SUBMITTED TEXT** 21 WORDS **79%** **MATCHING TEXT** 21 WORDS

all persons in authority who control the work of others are supervisors, irrespective of their position in the official hierarchy of the

SA 159E1140-Principles of Public Administration.pdf (D165202753)

65/90 **SUBMITTED TEXT** 31 WORDS **79%** **MATCHING TEXT** 31 WORDS

to make the best use of their knowledge and skill, to improve their own skilled ability, so that they do their jobs more effectively and with increasing satisfaction to themselves and the

SA 159E1140-Principles of Public Administration.pdf (D165202753)

66/90 **SUBMITTED TEXT** 25 WORDS **64%** **MATCHING TEXT** 25 WORDS

The former deals with the actual work done by an agency, while the latter is concerned with the methods by which the work is done. 2.8

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67/90 **SUBMITTED TEXT** 15 WORDS **93%** **MATCHING TEXT** 15 WORDS

service standards are necessary in order to ensure that work is done promptly and properly

SA 159E1140-Principles of Public Administration.pdf (D165202753)

68/90 **SUBMITTED TEXT** 33 WORDS **67%** **MATCHING TEXT** 33 WORDS

the sum total of all things, that one person does, when he wants to create an understanding in the minds of another. It involves a systematic and continuous process of telling, listening and understanding

SA 159E1140-Principles of Public Administration.pdf (D165202753)

69/90 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

Peter F. Drucker, in his book The Practice of Management
:

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70/90 **SUBMITTED TEXT** 36 WORDS **87%** **MATCHING TEXT** 36 WORDS

successive steps or levels, in which each of the lower levels is immediately subordinate to next higher one, and through it , to the other higher step right up to the top. Conversely, in such a hierarchical organization,

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71/90 **SUBMITTED TEXT** 37 WORDS **35%** **MATCHING TEXT** 37 WORDS

is the head of the organization, x1, x2, x3, etc., are his immediate subordinates. Similarly x3 is x1's immediate subordinate but is also mediate subordinate to 0 through x1. x5 is immediate subordinate to x3, but mediate also

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72/90 **SUBMITTED TEXT** 19 WORDS **55%** **MATCHING TEXT** 19 WORDS

it ascends from "A" to "O" and descends from "O" to "B" in a step by step manner. This

it ascends to A from G and descends from A to Q in a step by step manner. This

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73/90 **SUBMITTED TEXT** 25 WORDS **72%** **MATCHING TEXT** 25 WORDS

through proper channel". The line of authority (the chain of command or line of command, control and authority) linking entire organization is represented in the above diagram.

through proper channel'. The line of authority (the chain of command or line of command) linking the entire organisation is represented in the above diagram.

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74/90	SUBMITTED TEXT	11 WORDS	100%	MATCHING TEXT	11 WORDS

authority without responsibility is dangerous and responsibility without authority is meaningless". 3.

authority without responsibility is dangerous and responsibility without authority is meaningless." •

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75/90	SUBMITTED TEXT	16 WORDS	96%	MATCHING TEXT	16 WORDS

The concept "gangplank" stands for establishing a communication channel with an employee of the same level

the concept of gangplank stands for establishing a communication channel with an employee of the same level,

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76/90	SUBMITTED TEXT	19 WORDS	92%	MATCHING TEXT	19 WORDS

stands for establishing a communication channel with an employee of the same level that is, a horizontal communication system. Fayol

stands for establishing a communication channel with an employee of the same level, than is, a horizontal communication system. Fayol

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77/90	SUBMITTED TEXT	14 WORDS	78%	MATCHING TEXT	14 WORDS

Both in the single unit organization and in a complex large scale organization, the

Both in the simple unit organization and in the complex large-scale organization the

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78/90	SUBMITTED TEXT	25 WORDS	84%	MATCHING TEXT	25 WORDS

The organization of offices follows the principle of hierarchy, that is, each lower office is under the control and supervision of higher one." So hierarchy is a

The organisation of offices follows the principle of hierarchy, that is, each lower office is under the control and supervision of a higher one". • Presthus: "Hierarchy is a

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79/90	SUBMITTED TEXT	11 WORDS	100%	MATCHING TEXT	11 WORDS

a descending scale from the top to the bottom of an organization.

a descending scale from the top to the bottom of an organization."

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80/90 **SUBMITTED TEXT** 29 WORDS **64%** **MATCHING TEXT** 29 WORDS

for any action whatsoever, an employee should receive orders from one superior only, at the same time every member of an organization should also report to one and only one leader.

For any action whatsoever, an employee should receive orders from one superior only." • Pfifner and Presthus: "The concept of unity of command requires that every member of an organisation should report to one, and only one leader." •

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81/90 **SUBMITTED TEXT** 27 WORDS **46%** **MATCHING TEXT** 27 WORDS

and xl. The same applies to letters shown along the other arm of the angle. If "O" issue an order affecting "A" or "B", it must descend to "

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82/90 **SUBMITTED TEXT** 28 WORDS **89%** **MATCHING TEXT** 28 WORDS

superior. In other words, it emphasises that no employee should be subjected to the order of more than one superior. Thus it stands for single superior for each person

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83/90 **SUBMITTED TEXT** 30 WORDS **84%** **MATCHING TEXT** 30 WORDS

wield their authority over some person or department, uneasiness makes itself felt and should be the cause persist, the disorder increases, the malady takes on the appearance of an organization troubled by

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84/90 **SUBMITTED TEXT** 48 WORDS **96%** **MATCHING TEXT** 48 WORDS

foreign body, and the following consequences are to be observed; either dual command ends in disappearance or elimination of one of the superior and organic well being is restored or else the organism continues to wither away. In no case, is there adaptation of the social organism to dual command'.

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85/90 **SUBMITTED TEXT** 27 WORDS **86%** **MATCHING TEXT** 27 WORDS

unimportant in comparison to the certainty of confusion, inefficiencies and irresponsibility which arise from the violation of the principles. 5.4 Arguments against Unity of Command The concept Unity of Command,

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86/90 **SUBMITTED TEXT** 34 WORDS **75%** **MATCHING TEXT** 34 WORDS

Boss; (2) The speed Boss; (3) The inspector; (4) The repair or maintenance Supervisor; (5) The order of work and route clerk; (6) The instruction clerk; (7) The time and cost clerk; (8) The shop disciplinarian.

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87/90 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

unity of command. The principle of unity of command is

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88/90 **SUBMITTED TEXT** 26 WORDS **65%** **MATCHING TEXT** 26 WORDS

of the following meaningful word : P = Planning; O = Organization; S = Staffing ; D = Directing; CO = COrdinating; R = Reporting; B = Budgeting.

of the word POSDCoRB, Which P- Planning; O– Organization; S– Staffing; D– Directing; Co– Co-ordination; R– Reporting; B– Budgeting.

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89/90 **SUBMITTED TEXT** 16 WORDS **100%** **MATCHING TEXT** 16 WORDS

Waldo "administration is a type of cooperative human effort that has a high degree of rationality." (

Waldo: “Administration is a type of cooperative human effort that has a high degree of rationality.”

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90/90 **SUBMITTED TEXT** 15 WORDS **66%** **MATCHING TEXT** 15 WORDS

line agencies are directly involved in the process of achieving the purpose of the organization

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the venture
a grand success. Professor (Dr.) Ranjan Chakrabarti Vice-Chancellor PREFACE
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Unit 3 Max Weber: The Concept of Bureaucracy 121- 130 Unit 4 Critique of Weberian Theory of Bureaucracy 131- 140 Unit 5 Post-Weberian Development 141 - 149 Unit 1 Elton Mayo- Human Relation Theory 150 - 156 Unit 2 Herbert Simon-Decision Making Theory 157 - 162 Unit 3 Socio-Phychological Theory : Abrahon Maslow 163 - 169 Unit 4 Socio-Phychological Theory : McGregor 170 - 175 Unit 5 Ecological Theory : Fred W. Riggs 176 - 184 Block IV : Human Relations and Behaviourial Schools
NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 7 Structure 1.1 Objectives 1.2 Introduction 1.3 Classical Theory and its proponents 1.4 Principles and pillars of Classical Theory 1.5 Critical Assessment 1.6 Conclusion 1.7 Summary 1.8 Glossary 1.9 Model Questions 1.10 References 1.1 Objectives This unit attempts to present an overview of the classical organization theory. However, such effort immediately encounters several challenges as there is hardly any uniform commentary on it. In fact, it is scatter along with severaled scholars. This unit tries to come out with an exposition of classical theory organization by assimilating the commonalities among the scholars. The unit has the following sections: section- l To introduce the learners with the Classical Theory l highlights the major principles of Classical 'Organization Theory'; l Give a brief exposition of the works of Fayol, Gullick and Urwick Unit-I Classical Theory Basic Tenets 1.2 Introduction The Classical Theory of Organization believes that for smooth functioning of organization a general theory can be devised, which will have universal applicability, regardless of the situation or context. It defines organization as a universal structural construct, susceptible to some basic principles of organization. The protagonists of this approach were of the opinion that organizations across societies have certain structural commonalities, which are amenable to some common principles of organization. Hence, the control over these common principles of organization would provide a greater command over the organization.

NSOU ● CC-PA-02 8 The classical thinkers argued for hierarchy believing that it would increase production and give managers more control over their employees. There are two key assumptions that underpin these ideas. The first is it is conceivable and desirable to establish a closed organisation with internal operators that are mostly unaffected by external factors. And Secondly, human beings may be trained and led to do a good job if they are financially compensated. The focus and locus of the field of Public Administration were stressed in classical theories. The competence in the form of If we look at the works of the distinguished scholars belonging to this school, we will find that there had been a relentless effort on their part to encapsulate organization with list of organizational principles with a view to augment industrial productivity. The Classical Management Theory was created in the mid-nineteenth century in response to issues with factory systems that arose during the industrial revolution. There was a need to create a management system that would allow industries to perform at their best. As a result, it was widely acknowledged that employees' primary requirements are economic and social, with social needs and job happiness receiving minimal attention. Planning is one of the dimensions of the classical theory of management, and it entails formulating goals and deciding on a path of action. As a result, it is necessary for the managers to be able to make sound decisions about the company's operations and resources. There are several dimensions to the planning part of management. The first is strategic planning, which entails a competitive examination of the organization's threats, opportunities, strengths, and weaknesses. Then there is tactical planning, which is creating plans for putting the strategic plans into action. Finally, there is operational planning, which is concerned with short-term planning in order to support strategic and tactical objectives. The other function is organizing, which entails management involvement in the creation of an organisational structure as well as the allocation of human resources in order to promote the achievement of stated goals. It is through it that the organization's functions are coordinated. A group of writers in the first part of the twentieth century pioneered a broader approach to organisation, focusing primarily on formal organizational structure and the basic management process. This set of knowledge has been dubbed 'administrative management theory' by March and Simon. Mechanical theory, Classical theory and Structural theory are all terms for the same thing.

Henri Fayol, Luther Gulick, L.F. Urwick, J.D. Mooney, A.C.

Reiley, M.P. Follet and Shelton are among the most prominent proponents of this theory. These authors claim that administration is administration, regardless of the type of work or context in which it is carried out. The articulation of specific universal organizational principles is the most significant concern of this theory.

1.3 Classical Theory and its proponents

NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 9 administrative principles was the emphasis of the field. The field's locus could be found everywhere. The principles of administration are principles because these can be successfully implemented in any administrative situation, regardless of culture, traditions, environment or mission. The organisation was characterized by classical thinkers in terms of how work was divided and how task specialization could be accomplished. The foundation of an organisation was division of work and the very reason of its creation. In the study of formal organisations as units of analysis classical theories played a key role. Hierarchy, foundation of departmental structure, unity of command, span of control, delegation and decentralization and other principles are found in the classical approach. Each of these concepts is designed to create connections between distinct functions at various levels of an organisation. Improvement of organisation's efficiency is goal of each principle. Human beings must be organized in order to achieve this goal. The notion of 'hierarchy' is used in this procedure to organize human beings into various levels and to determine who should give instructions and who should obey them. These principles dictate how labor is distributed based on the job one has and level of skill one possesses. People with higher degree of specialization have higher positions whereas those with a lower degree of specialization hold lower positions. The classical approach emphasizes that a group's effectiveness is determined by the type of structure in which they operate. They have a basic structure that any collaborative endeavor should have. They believe that the structure is capable of decreasing human variability and fitting individuals into a pattern where they must answer to the organisation's wants and demands. It also believes that a human beings will alter and adapt to the organisation's demands and expectations. The classical approach's claims to theoretical rank are based on the belief that the enunciated principles are universally valid. In Mooney's opinion principles of industrial organisation is present in all spheres and it would be a mistake to infer those principles of organisation are borrowed from older forms. He emphasizes on the idea that universal principles if in actual is a principle then it needs no borrowing. It just has a way of applying itself and this is always true, regardless of what we label it. On the other hand, formulation of classical methods principle are predicated on the assumption that the underlying processes in the organizational structure and its operation are universal. It is claimed that there is certain area in an organisation that can be removed from its environment and developed in such a way that it can be applied universally. The organizational concept was created via experience in military and industrial organisations. These concepts were advocated by those with extensive expertise in a range of operations. They came up with them after a lot of experience working with human groups. In other words, the principle has emerged through rigorous scientific observations rather than philosophical exercises or figments of the imagination. As a result, the

NSOU ● CC-PA-02 10 classical approach is predicated on the assumption that these ideas are scientifically accurate. Gulick and Urwick developed the classical theory of organisation inspired by earlier management thinkers such as F.W. Taylor and Henry Fayol on the basis of their belief that a science of administration can be developed if certain principles are developed based on the practical experience of administrators. However, one noticeable trait of these two author's beliefs is that they overemphasize the structure and process of organisation while placing little emphasis on the individual beings who work in them. Purpose, Process, Person and Place are the four pillars of departmental organisation, as described by Gulick. Fayol was one amongst all who worked

on general theory of management. He claimed that there was a single 'administrative science'

that could be applied to government, religion and other institutions and not just confined to business. According to Fayol, understanding

of administration rather than technical expertise is required at higher levels of an

organisation.

Luther Gulick and Lyndall Urwick collectively published 'Papers on the Science of

Administration'. This seminal study by these two philosophers elevated the status of Public Administration. These papers attempted to comprehend the fundamental reason behind human beings' need for organizing. Luther Gulick agree that division of labor was the most important factor in the formation of an organisation. In his opinion every large scale or any big enterprise needs a mass workforce of men to carry it ahead among which work can be divided. "Organising" has to do with framework of coordination imposed upon enterprise work-division units. As a result, this makes it difficult for an activity to structure without addressing how work would be spilt. Gulick argued that work division is the cornerstone of organisation as well as the purpose of organisation. Hence, he envisaged for split in task and claims that division of labor was the catalyst for emergence of organisation. In opposition to Gulick argument, James D. Mooney argued that underlying basis of any human organisation was co-ordination. Even when more than two persons are not involved, principles that govern an organisation are present in concerted human activity. 1.4 Principles and pillars of classical theory As we know Fayol was one of earliest to have worked on general theory therefore let us first look into Fayol's way of dividing activities followed by Gulick, Urwick, Mooney and Reiley and Follet. In six groups Fayol divided activities in an organisation. These are; technical activities, financial activities, commercial activities, accounting activities, managerial or administrative activities and security activities. The five
NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 11 elements in administration according to Fayol are Planning, organizing, co- ordination, control and command. Fayol viewed administration from the perspective of a manager, focusing his investigation on top management duties. His thesis is widely regarded as the first comprehensive management theory. Fayol also listed out the attributes managers should have which are physical, moral, mental, general education, experience and special knowledge. Fayol's book has outlined principles of an organisation which are-
Division of work, discipline, authority and responsibility,

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unity of command, scalar chain, unity of direction, subordination of individual interest to general interest, remuneration, centralization, equity, order, initiative, stability of tenure,

Esprit de Corps.(Facility of
mutual commitment and pride) These principles meant to raise management to level of science. While Taylor was concerned with shop level worker Fayol was concerned with manager's task and management as a whole. Fayol was also a forerunner in advocating for structured administration training. He claims that training is a never-ending process that begins with an organisation's personnel. Every superior officer in an organisation, he believes is a teacher to his direct subordinates. Fayol talks about 'gangplank'. In a hierarchical organisation, it simply refers to the need for 'level jumping'. Fayol is aware of the hazards of obedience to hierarchy and formalism, despite his emphasis on formal structure. With the help of the following diagram, he demonstrates the problem:

51% **MATCHING BLOCK 2/133** **W**

If 'F' follows the principles of good communication channel, he must deliver his message or file to 'P' via 'E', 'D' and so on, covering nine levels. It is feasible, however for 'F' to use 'gangplank' to avoid travelling via 'A' and all other intermediary layers. Only when the immediate superiors (in the case of a disagreement between 'F' and 'P' they must turn the subject over to their

superior) can resort to 'gangplank'. However, it needs to be mentioned that while suggesting gangplank Fayol was cautious that it will be less relevant to private organisation. Fayol's ideas were further carried forward by writers, such as Luther Gulick and Lyndall Urwick. In the phrase 'POSDCORB', Luther Gulick summed up the ideas of organisation. He used this term to indicate those universal function that an administrator must fulfill. His renowned POSDCORB acronym is made up of the first letters of seven administrative tasks: Planning: The creation of a general overview of the activities to be carried out and the procedures to be used in order to achieve the enterprise's goal. Organising- The process of establishing a formal authority structure on which work subdivisions are built and coordinates in order to achieve a specific goal. Staffing- The full personnel function of hiring and training employees, as well as ensuring safe working conditions. Directing- Making judgements and enacting them in specific and broad commands and instructions is the continual task of directing the enterprise. Coordination: The crucial task of connecting the many aspects of the project. NSOU ● CC-PA-02 12 Reporting: The task of informing supervisors about the status of work via reports and records. Budgeting entails the planning, accounting and control of a company's finances. Apart from this, Luther Gulick have advocated several principles of organisations which are listed below: ● Division of work ● Hierarchy based coordination ● Basis of departmental organisation ● Coordination through committees ● Decentralization ● Staff and line ● Unity of command ● Delegation ● Deliberate coordination ● Span of control Gulick emphasizes division of labor as one of the 10 principles of administration outlined. Vast-scale organisation, he claims necessitate a large number of men to complete their various jobs. When a group of guys works together, the best results are attained when the task is divided among them. As a result, the theory of organisation is concerned with the upgradation of coordination among various units of an organisation as a result of the division of labor concept. Hence Gulick is of the opinion that in the process of civilization mankind lifts through division of work and integration. Followed by Gulick next, we have is Lyndall Urwick who has also listed out eight principles of administration. ● Principle of objectives which refers to clear goal that an organisation should have. ● Principle of correspondence where authority and responsibility is equivalent. ● Principle of responsibility where superior is accountable for work of subordinates. ● The scalar principle which advocates for a pyramidical structure of an organisation ●
Span of control

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principle ● Specialization principle- limiting one's work to single function. ● Principle of coordination ● The principle of definition as there must be crystal clear definition of every duty.

Mooney and Reiley have also put forward their four principles of organisation. These are- ● The Co-ordinative principle.

NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 13 ● The Scalar principle ● The Functional principle of organizing tasks into departments. ● The Staff/Line principle Here one also should mention about Mary Parker Follet who attached importance to lateral co-ordination authority acceptance, assimilation of individuals and change in administration. The classical organization theory is based on four pillars of organization viz. division of labour, the scalar and functional processes, structure and span of control. Hence, the major principles of the classical organization theory may be described as follows: Division of Labour – The organisation must split tasks in order to achieve clear specialisation and boost individual worker performance. Without a doubt, the division of labour is the most important of the four aspects. The other elements flow as corollaries from it. Scalar and functional growth, for example, necessitates function specialization and departmentalization. The path in which specialisation of operations travels in the development of a firm is inherently based on the structure of the organisation. Finally, breadth of control issues arises as a result of a manager's responsibility for a large number of specialised functions. Scalar and Functional Processes – A scalar chain is a succession of superior- subordinate relationships in an organisation that runs from top to bottom. It makes delegation of power or command, communication or feedback, as well as corrective action or decision, much easier. The scalar and functional processes deal with the organization's vertical and horizontal growth, respectively. The scalar process entails the expansion of the chain of command, delegation of authority and responsibility, command unity, and reporting obligations. The functional process includes the segmentation of the organisation into specialised components and the regrouping of the parts into compatible units. In a formal organisation, this process focuses on the horizontal evolution of the line and employees. Structure – The logical relationship of functions in an organisation is known as structure. Furthermore, these functions are organised for efficient goal achievement. The logical relationships of functions in an organization's structure are structured to efficiently implement the company's objectives. System and pattern are achieved through structure. The line and the staff are the two basic structures used in traditional organisational theory. Committee and liaison duties, on the other hand, easily fit within the umbrella of structural considerations. Structure, once again, serves as a conduit for establishing logical and consistent linkages among the many functions that make up the organisation. Span of Control – This is the maximum number of subordinates a manager can supervise efficiently. The concept of span of control refers to how many subordinates a manager can effectively supervise. Regardless of how it is interpreted, breadth of control is important for the evolution of the organization's

NSOU ● CC-PA-02 14 shape as it grows. A flat structure is produced by a wide span, while a towering structure is produced by a short span. Furthermore, the span notion draws attention to the organization's complexity of human and functional interrelationships. 1.5 Critical Assessment Despite its relevance to organisational theory, the Classical Theory of Organisation has been criticised for focusing too much on institutional form and ignoring the human aspects of the organization. The classical theory is widely seen as out-of-date in today's environment. The most basic point made by Simon is that Gulick and Urwick's administration principles are actually a collection of contradictory proverbs that are only legitimate as universal statements about organizations and their operations. He also claimed that there would be equally acceptable contradicting principle for almost every concept. He also criticized unit of command, span of control, hierarchy of authority, four bases of departmental organization and specialization. According to Simon, all modern companies are characterized by greater specialization and workers frequently take orders from specialists as well as supervisory personnel, either directly or indirectly. Organizations too are vulnerable to underlying internal problems that traditional philosophers eventually overlook. The internal consistency of classifying companies according to the four methods namely, purpose, process, clientele and location was pointed out by Simon. Because they are mutually competing bases with the fourth's benefits. Simon also claimed that defining exactly these four things signify is quite difficult. The classical theory's principles aren't really scientific, and they haven't stood the test of time. They were based on an individual's empirical observations and logical inferences rather than actual scientific inquiry and proof. True, classical organization theorists were fixated on structure and institutions, and they overlooked the human element of organization at their peril. It considers an organization to be a closed system, disconnected from and unaffected by its surroundings. It is more preoccupied with what should be, which has steered it away from studying real organizational behavior. This theory is not well suited to organizations where changes occur on a regular basis, and the majority of the theory's features are not backed up by empirical evidence. Also, the notion that all organization can be managed by the same set of rules and principles does not hold good. That said, the value of Classical Organization Theory cannot be overstated. It is, in fact, at the very heart of modern organizational philosophy.

NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 15 1.6 Conclusion The quest by classical theorists to discover universal principles of organization is a significant contribution. Organizational behaviour became more predictable and stable as administrative procedures were better coordinated and roles were clearly defined. Despite the fact that classical theory has been attacked as antiquated and has passed into history, it remains the most popular school of thought and the most common type of management found in today's company structures, even if it does not reflect universal application and appeal. 1.7 Summary In this unit, we have- ● Understood Classical Organisational Theory and how its idea evolved with various perspective of its proponents. ● Learned that classical approach places prime importance on organisation, division of labor, hierarchy, supervision and lot of other principles for effective functioning of an organisation Have a broad overview of the contributions of the classical thinkers such as Fayol, Gullick and Urwick, and also examined the criticism of their works. 1.8 Glossary ● Classical Theory: This theory projects Public Administration as a science. According to this theory organisations must be based on universally accepted principles. Division of Labor: Refers to division of tasks assigned to individuals or ● group of individuals of a group. Span of Control: The number of subordinates that a manager can properly ● control. Scalar and Functional Processes: The scalar and functional deals with ● growth of organisation vertically and horizontally respectively. 1.9 Model questions ● Discuss the principles of the Classical approach to Public Administration ● Who were the main proponents of the classical theory? ● What was the contribution of Fayol in formulation of classical theory? Briefly discuss his principles of organization. ● Fayol listed out several activities of an Organization. Identity the activities NSOU ● CC-PA-02 16 1.10 References ●

95% **MATCHING BLOCK 4/133** **W**

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Shriram Maheswari, Administrative Thinkers, Macmillan India Limited, New Delhi, 1998. ● Arora, Ramesh and Sogani, Meena, Themes and Issues in Administrative Theory, Arihant Publishing House, Jaipur, 1991. ● What do you understand by Gangplank? Illustrate with an example. ● Describe Gulick's principle of POSDCORB. ● Why does Gulick emphasize more on division of labor. ● What are the four major pillars of Classical Organizational Theory? ● What are Harbat Simon the grounds of criticism of Gulick's and Urwick's principles?
17 NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 Unit-II Henry Fayol 2.1 Objectives This units aims- ● To familiarize learners with Henry Fayol's approach towards administration and his analysis that provides a means for viewing the managerial process and guides the principle for implementing the process. ● To bring focus on sets of principles that Fayol have developed with regard to organisations which he admits might not be universal in character. ● To gives a critical evaluation of Fayol's theory. 2.2 Introduction Henry Fayol is widely regarded as the founding father of contemporary management. Fayol was born into a French bourgeois family and ascended through the ranks of a mining company to become the managing director. Fayol established a systematic philosophy of organisation based on five key cannons of administration: planning, organizing, command, coordination, and control, based on his personal experience as an engineer cum manager. Fayol had also produced various papers and books on mining, engineering, and organisation, based on his personal experience as a professional engineer. General Principles of Administration, General and Industrial Management (1916),' and 'The Administrative Theory of the State (1923),' among them, were notable. 2.0 Structure 2.1 Objectives 2.2 Introduction 2.3 Henry Fayol and his Management Theory 2.4 Henry Fayol's 14 Principles of Management 2.5 Influence of Henry Fayol's Theory 2.6 Critical Evaluation 2.7 Conclusion 2.8 Summary 2.9 Glossary 2.10 Model Questions 2.11 References

NSOU ● CC-PA-02 2nd proof 12.09.2022 18 2.3 Henry Fayol and his Management theory Fayol has popularized the concept of administration. In contrast to the typical image of administration in the English-speaking world, especially the way it was segregated from management, Fayol emphasized the ubiquity of administration in all human action. Administration, in his opinion, is a shared activity that applies to all human endeavors, whether they are domestic, commercial, or government- related. Good management is required for any company that wishes to be effective and achieve its objectives. Without someone in a position of leadership, there would be chaos in the organisation, with no structure and little, if any, concentration. Employees in the company would be absolutely bewildered as to which obligations they should take on. Employees will struggle to have a sense of direction and strive toward common aims and objectives if the organization's goals and objectives are not clearly stated by someone in a position of authority. Fayol attempted to create a management theory that could be utilized as a foundation for formal management education and training in his writing. Fayol began by categorizing all organisational activities into six categories: a. Technical: engineering, production, manufacture, adaptation. b. Commercial: buying, selling, exchange. c. Financial: the search for optimum use of capital. d. Security: protection of assets and personnel. e. Accounting: stocktaking, balance sheets, costs, statistics. f. Managerial: planning, organizing, commanding, coordinating, controlling. Although each of the first five functions is well understood in and of itself, none of them considers: developing a broad plan for where the business is going and how it will operate, organizing people, coordinating all of the organization's efforts and activities, and monitoring to ensure that what is planned is actually carried out. As a result, Fayol's sixth function serves as a capstone to the prior five. Fayol argued that to manage is to: Plan: A good plan of action unifies the organization by focusing on the nature, priorities, and state of the business, as well as longer-term industry and economic projections, key thinkers' intuitions, and strategic sector evaluations from specialist staff groups. In order to plan well, managers must be talented in the art of dealing with people, have a lot of energy and moral fortitude, have some tenure, be aware about the organization's specialized requirements, have general business experience, and the capacity to produce creative ideas. Organize: Lines of duty and authority are just as important as communication flow and resource allocation when it comes to organizing. According to Fayol, Managers have the following essential; organizational responsibilities:
19 NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 ● Ensure that the plan is well-prepared and implemented, and that human and material structures are in line with the goals. ● general operating policies and resources ● harmonize activities and coordinate efforts, develop clear, definite, and exact decisions ● ensure effective personnel selection ● clearly identify responsibilities ● ensure effective personnel selection ● clearly identify responsibilities ● offer

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fair and suitable recompense for services rendered, make use of sanctions

in cases of fault and error ● maintain

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discipline ● ensure that individual interests are subordinated to the general interest ● pay special attention to the authority of command ● supervise both material and human order ● have everything under control ● fight against

an excess of regulations, red tape and paperwork. Coordinate: Coordination include defining the optimal scheduling and sequencing of activities, allocating suitable resource proportions, time frames, and priorities, and adapting means to ends. Command: Managers who have

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command should: ● gain a thorough knowledge of their personnel ● be well versed in the agreements between the business and its employees ● set a good example ● Conduct periodic audits of the organisation ●

bring together senior assistants to ensure unity

57% **MATCHING BLOCK 7/133** W

of direction and focus of efforts ● not become engrossed in detail ● aim at making energy, initiative, loyalty and unity prevail

amongst staff. ● eliminate the incompetent. Here Fayol takes pains to point out that any decision to separate with an employee should be the result of careful thought, that the employee should have had fairly assigned work for which (s)he was trained, that (s)he was fairly and objectively appraised and honest feedback was provided, that (s)he had been given every opportunity for additional training, offered guidance and that, where possible, (s)he was re-assigned to alternative work. Fayol also mentions procedures involving written warnings and protection against bias and 'inequities'.
NSOU ● CC-PA-02 2nd proof 12.09.2022 20 Control: Controlling means: ● checking that everything occurs according to the plan adopted, ● the principles established and the instructions issued ● taking appropriate corrective action ● periodically checking for weaknesses, errors and deviations from the plan ● checking that the plan is kept up to date (it is not cast in stone but adapts to changing developments). 2.4 Henry Fayol's 14 Principles of Management Henry Fayol, commonly regarded as the 'Father of Modern Management Theory' who revolutionized management theory. He presented a broad theory that can be utilized at all levels of management and in every department. The Fayol hypothesis is used by managers to plan and regulate an organization's internal activities. He focused on increasing managerial effectiveness. The fourteen management concepts devised by Henri Fayol are outlined below. 1. Division of Work Henri thought that dividing duties among workers in the workplace would improve product quality. Similarly, he discovered that work division increases worker productivity, efficiency, accuracy, and speed of employees. They'll need specialised knowledge and skills for this. Subdivision simplifies and increases the efficiency of each task. Individuals gain speed and accuracy in their performance by repeating a tiny portion of their tasks. Fayol emphasized that any organisation, large or small, should place its personnel based on their specific talents and expertise. 2. Authority and Responsibility The right of a superior to give commands to subordinates, make decisions on specific matters, use organisational resources, and lead and govern subordinate behaviour is referred to as authority. According to Fayol the right to make orders and the capacity to obtain obedience is also authority. Official power and personal authority were the two sorts of authority he distinguished. Personal authority is obtained via one's talent, knowledge, experience and intellect whereas official power is legally granted to a person. According to Fayol, authority must be proportional to responsibility, hence initiatives must be taken to encourage people to take responsibility. This can be accomplished by entrusting responsibilities to all people in an organisation who exert authority at various levels. These are the two most crucial qualities of leadership. The authority of management allows them to function more efficiently, and their responsibility holds them accountable for the work done under their supervision or direction.

21 NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 3. Discipline Without discipline, nothing can be accomplished. It is the most crucial part of any project or management strategy. Good performance and proper interrelationships make management work easier and more comprehensive. Employees' good behaviour also contributes to their professional development and advancement. Discipline, according to Fayol is a requirement for proper authority exercise. Discipline has two aspects. To begin, only follow commands when the management is competent. Second, imposing discipline on subordinates from above would make it one-sided affair. 4. Unity of Command This indicates that an employee should report to and follow only one manager. A conflict of interest emerges when an employee is expected to report to multiple superiors, which can lead to misunderstandings. Taylor's notion of functional authority opposes Fayol's principles of unity of command. Fayol was opposed to a dual command system because he believed it would lead to uncertainty in authority channels and ambiguity in responsibility patterns. 5. Unity of Direction Everyone engaging in the same activity should have the same goal in mind. This means that everyone in a company should be working toward the same goal and be motivated in the same way, making work easier and reaching the stated goal faster. For a set of activities with the same goals, Fayol highlighted that there should be a single superior and a uniform plan of action. He recognized that a company with two CEOs will not last long. As a result, the unity of direction concept highlights the importance of common goals under single leader. 6. Subordination of Individual Interest Management, according to Fayol, must ensure that the organization's goals take precedence over individual's interests. Individuals should keep aside their own ambitions and prioritize that of the organization. This suggests that a company should collaborate for the greater benefit rather than for personal advantage. To be obedient to the goals of an organization. This refers to the complete chain of command within a firm.
NSOU ● CC-PA-02 2nd proof 12.09.2022 22 7. Remuneration This is critical for motivating people in a business. Money and non-monetary compensation are the two types of remuneration. It should, however, be in accordance with a person's efforts. The wage practices in an organisation, according to Fayol's conceptualization, should be rational and provide maximum pleasure to both the employer and the employees. This notion is essentially compatible with one of Taylor's scientific management's key assumptions that employee motivation is primarily based on monetary incentives supplied by management. 8. Centralization If senior management retains the majority of decision-making authority, centralization is said to exist. According to Fayol, the degree of centralization or decentralization in an organisation is determined by the organisation's stage of development as well as the abilities and qualities of its employees. Fayol believes that centralization cannot be imposed indiscriminately. It was due to the natural order of things which included intellect and wisdom. According to Fayol, a company should strive for a balance of perfect centralization and decentralization. In any organisation, the management or any authority in charge of the decision- making process should be unbiased. This, however, is depending on the size of the organisation. The significance of maintaining a balance between hierarchy and power division was stressed by Henry Fayol. 9. Scalar Chain or Hierarch The lines of authority from superior to subordinate are referred to as the scalar chain. It provides authority channels as well as communication and decision-making goals. Fayol advocated for a chain of command which should be strictly followed unless it is damaging to the organisation's objectives. Fayol is also aware of the flaws in the governmental organisation's communication system which cause significant delays in decision-making. Fayol emphasizes that the hierarchical steps should be taken from top to bottom in this regard. This is required so that every employee knows who their immediate supervisor is and how to reach them in the event of an emergency. 10. Order The notion of order in Fayol's conceptual framework centres upon his view that everything has a place in the organisation and that everything has a role in the organisation. He argued that good orders save time and resources but that social

23 NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 order necessitates a careful balance of wants and resources. Individual pieces of work should be allotted to each individual, and they should be available at the specific place of work, according to social order. To have a positive work culture, a corporation should have a well-defined work order. More positive productivity will be boosted by the good attitude in the office. 11. Equity All employees should be treated with respect and on an equal footing. It is the manager's responsibility to ensure that no employees are discriminated against. Fayol stressed the significance of the human dimension in the workplace. To some extent, this concern is reflected in his emphasis on promoting the notion of organisational equity which according to him, includes human qualities such as kindness and fairness. 12. Stability Fayol underlines the need of having an effective and stable management team in place. Fayol assets, which is critical given the time and price required to develop strong management employees. The length of time spent in a position should be determined. Getting used to work can take some time. If an employee feels safe in their employment, they will provide their best. It is the management's responsibility to provide job security to their personnel. 13. Initiative Employees should be supported and encouraged to take initiative in the workplace by management. It will assist them in increasing their interest and increasing their value. Initiative must be promoted by management at all levels, according to Fayol. The process of percolating this spirit down to the lowest levels necessitates managers sacrificing their 'personl vanity'. Managers should be willing to share some of their decision-making authority with their subordinates because the initiative generated would be a source of strength for the firm. 14. Esprit de Corps Management's responsibility is to motivate and support its employees on a daily basis. Building trust and mutual understanding can lead to a beneficial outcome and work environment. Esprit de Corps, according to Fayol is the presence of harmony among all members of an organisation. Employee morale must be boosted by harmonizing their nativities, fostering close inter personal cooperation and

NSOU ● CC-PA-02 2nd proof 12.09.2022 24 rewarding each employee based on his or her merits without prejudice. Competing enterprises should create good connections and handle problems through mutual agreements as Fayol suggests. The 14 management principles are used to run a corporation and are effective for prediction, planning, decision-making, organization and process management, control, and coordination. 2.5 Influence of Henry Fayol's Theory Fayol's influence on management theory - especially management thinkers - cannot be overstated. Known as the Father of the Administration School because he was the first to look at an organisation from the 'top down' to recognize management as a process, to break that process down into logical subdivisions, and to lay out a set of principles for making the best use of people, resulting in the establishment of a management education syllabus. The influential (albeit somewhat prescriptive) classical management formula POSDCORB, which stipulates that manager should Plan, Organise, Staff, Direct, Coordinate, Report, and Budget, is clearly based on Fayol's works. However, if we look at the details and descriptions of Fayol's five managerial activities, we can see that the tensions and worries, responsibilities and obligations, styles, and challenges he articulated 100 years ago are still relevant today. The last two management activities described by Fayol, command and control, have also been used to describe the hierarchical structure and management style adopted by large organisations from the 1950s to the 1980s. Again, if we look closely at what Fayol actually says - particularly concerning command - it isn't that far from today's notion of an empowering, not a 'commanding' manager. Fayol's views have been criticised for lacking in analysis and assessment, for overlapping principles, aspects, and responsibilities, for confusing structure with process, and for relying too heavily on top-down bureaucracy. Although he was chastised for his lack of clarity, his management concepts are quite similar to Max Weber's description of the features of formal organisations, or bureaucracies. His status as the first person to characterise management as a top-down process based on planning and human organisation will ensure his prominence among students and practising managers alike. 2.6 Critical Evaluation Fayol's theory was subject to criticisms. First and foremost, they argue that Fayol's theory is just too formal to be applicable to informal organizations. His notion is overly restrictive, and it will only work in a formal organizational framework.

25 NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 Second, his Functional Theory is overly management-oriented, and it frequently overlooks worker well-being. Workers are frequently treated as if they were mechanical instruments, with their main focus being how to carry out orders. Many current management perspectives have criticized this notion, pointing out that workers are humans who require the flexibility to participate in decision- making. It will be impossible to completely control workers' movements. In addition, modern management perspectives criticize Functional Theory, stating that it is only beneficial in a stable and predictable environment. In today's tumultuous world, managers must include democracy as one of the management factors. Managers must pay closer attention to human behavior and, where necessary, provide motivation and persuasion in order to complete the task. Every goal, according to Mintzberg and Fayol, begins with planning. Fayol's planning role is undeniable, as it is something that all managers must undertake ahead of time in order to create a successful path. There are five positions in Mintzberg's 10 roles that have a comparable meaning to Fayol's planning function. Furthermore, Mintzberg stated in his "folklore" paper that every manager must devote a significant amount of effort to dealing with high levels of disruption. For example, most managers don't just focus on their personal paperwork; they also have to deal with unexpected phone calls and, on sometimes, subordinates who walk into their office for a meeting. As a result, managers have a responsibility to act as a disruption handler. Mintzberg's words, on the other hand, sound a lot like Fayol's control and coordination function. Apart from that, Mintzberg is unable to completely exclude the presence of an organizing role in management. When it comes to managing an organization, most theories recognize the necessity of organizing and identify it as a critical component. 2.7 Conclusion Fayol had the mindset of an upper-level administrator. He believed that general management is responsible to take forward the enterprise towards its goal by making optimum use of resources that are available. He highlighted the need of accomplishing common goals through good collaboration and maximizing productivity by utilizing available resources to their full potential. The executive authority is in charge of all organisational responsibilities, including the plan of action, staff selection, performance evaluation, and ensuring and controlling the implementation of all activities. After identifying Fayol's concepts and elements of management, the management process and organisation theory emerged. He concentrated on establishing approaches that might effectively aid in the management of various businesses, drawing on a variety of backgrounds and

NSOU ● CC-PA-02 2nd proof 12.09.2022 26 2.8 Summary ● Fayol highlighted the need of management education, which encompassed planning, organizing, command, coordination, and control. ● All of Henry Fayol's principles, when first introduced, sounded revolutionary at the time, yet they are still quite relevant today and are extensively practiced in a variety of organisations. ● Fayol's it Principles of Management forms the backbone of modern management theory. 2.9 Glossary Esprit de Corps: It relates to team spirit, which is defined as harmony in the workplace and mutual understanding amongst employees. Remuneration: The wage practices in an organisation, according to Fayol's conceptualization should be rational and provide maximum pleasure to both the employer and the employees. perspectives. His work did not receive much notice at first, and it was only afterwards that people realized his significant contribution to the evolution of management theory. 2.10 Model Questions ● Give a brief idea about Henry Fayol background. ● Discuss in brief Fayol categorization of organizational activities accordingly to Fayol . ● What, are the qualities that a manager should have ? ● What does Esprit de corps mean? ● What does Centralization mean according to Fayol? ● Examine the Principles of administration as outlined by Henry Fayol. ● Critically evaluate Henry Fayol's Administrative Thought. ● Henry Fayol is the Father of Modern Management Elucidate. ● The contribution of Henry Fayol to the development of administrative Theory.

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NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 28 Unit-III Luther Gulick 3.0 Structure 3.1 Objectives 3.2 Introduction 3.3 Gulick's Principles of Organization 3.4 Seven principles of Administration 3.5 Critical assessment 3.6 Conclusion 3.7 Summary 3.8 Glossary 3.9 Model Questions 3.10 References 3.1 Objective This unit aims to familiarize learners- ● About contributions done by Luther Gulick in the field of administration. ● With principles introduced by Gulick to increase efficiency of an organisation. ● With popular acronym such as POSDCORB and 4PS. also, points of criticism his principles have received from Simon. 3.2 Introduction The systematic study and analysis of organisations dates from the late nineteenth and early twentieth century.

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Among the many who attempted the scientific study of organisation

were Taylor, Henry Fayol, Max Weber, Mooney and Reily, Gulick and Urwick. Luther Gulick and Lyndall Urwick contributed significantly to the formulation of general administration and organisation based on their own experiences and studies as well as those of others. They focused on specific parts of public administration and had extensive experience serving in government, military and industrial organisations. Both of them were untiring publicists, propagandists and preachers of the gospel of neutral principles aimed at increasing organisational efficiency. In the year 1982, Luther Halsey Gulick was born is Osaka, Japan. In 1950, he received his doctorate from Columbia university. He worked as a consultant for the defence and civil services in various roles.

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He was a member of the President's Administrative Management Committee. He has several books and research articles under his

name such as Modern Management for the
29 NSOU ● CC-PA-02 city of New York, Administrative Reflections from World War II, to name a few. Luther Gulick made a strong plea for the science of administration. In one of his rhetorical best, Gulick has made a strong advocacy for the science of administration: He was of the opinion to uncover principles and laws that which can govern men alike the same techniques that have been used to discover laws that govern atoms. Implied in this opinion was a strong urge for discovering the 'immutable laws' of administration so that the vagaries of administrative decision may be removed. Perhaps this intention led him to go for a universal principle of administration- POSDCORB. It is this backdrop we will delve into his contribution in the following unit. 3.3 Gulick's Principles of Organization Luther Gulick was

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heavily influenced by Taylor and Fayol. Gulick used Fayol's five elements of administration viz., Planning, Organisation, Command, Coordination and Control as a framework for his neutral principles.

Their first concept

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in allocating functions to groups of people is homogeneity, which is based on the identity or simplicity of four

factor or Gulick's 4P formula: Gulick has given 4P formula regard with the establishment of departments, universally. ● P- purpose ● P- process ● P- person(s) ● P- place Gulick however suggest that while subdividing work or while establishing work one must make a choice amongst these principles to fit in relevant. Let us now understand them one by one. a) Purpose based organisation: Organization indicates a group of people who have come together for a certain objective, achieving a particular purpose. The organization's functions and goals can be used to create departments in any organization. Departments such as the welfare department, sanitation department, and others were founded for specialised purposes. In such departments, coordination is rather simple. However, such a classification may have certain drawbacks as well. These include issues encountered during work division, a lack of opportunity for varied specialists, and so on. b) Process based organisation: It refers to the organization in which the processing is mostly carried out by various sub-divisions, such as the ministry of law, the statistics department, and the accounting department, among others. Another criterion for developing departments is the processes or talents required in the department's operation. All tasks that need the same knowledge, skills, or

 processes can be grouped together and formed into a department. Such a department can perform tasks that are also requested by other departments. As a result, it saves time and energy for other departments to do similar things. For example, the O & M division of the Department of Administrative Reforms in the Government of India monitors and advises modifications to various departments' work procedures. c) Person based organisation: Person based organizations are designed to assist a specific target group, community, or society, such as the department of scheduled castes, minorities, and so on. Departments can also be developed based on the type of clientele they serve, such as the old age welfare department, which only assists elderly people. The main advantage of these types of departments is that the staff who work in them learn how to deal with a specific clientele. Other types of clients, such as women, the handicapped, and children, might be used to construct specific departments. The fundamental problem of such departments is that their functions overlap and duplicate one other. d) Place based organisation: They are mostly founded to service a certain territory. Districts, tribal territories, and hilly locations could all be good starting points for new departments. All of the functions that are created in a given area are grouped together. This aids in the area's intensive development and fosters specialization as well as coordination. The aforementioned departments' foundations have been questioned for being incompatible with one another. Some of the bases overlap, such as the engineering department, which might be categorize as both process and purpose based. Furthermore, the nature of procedures in government organizations is sometimes so complicated that it is not always viable to categorize distinct operations on such simplistic principles. There are ten principles of Luther Gulick theory as he advocated these are- 1) DIVISION OF WORK OR SPECIALISATION According to Gulick, the foundation of any organisation and the cause of an organisation is work division. The notion of work division was also a major tenet of other classical intellectuals' theories. Work division is crucial as because man varies in nature, talent and capacity and it through specializing that they can gain much in dexterity. The division of labour indicates that work must be split in order to achieve clear specialization and so increase the organisation's performance. The more specialised a person is in his or her job the more efficient the organisation as a whole will be. To divide work, you must first identify the tasks that must be completed. 2) BASES OF DEPARTMENTAL ORGANISATIONS Gulick has put forward 4P formula with regard to basis of establishment of

 organisations as we have already discussed before, that are purpose-based organisation, process-based organisation, person based organisation and placed based organisation. 3) COORDINATION THROUGH HIERARCHY Gulick points out that if sub-division of work is inescapable then coordination becomes necessary. This can be achieved through organisation, which entails connecting sub-divisions of work by allocating them to people who are correctly situated in the authority structure, so that work can be coordinated through commands that go

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from top to bottom of the organisation. Secondly through the supremacy of idea, that is the creation of intellectual singleness of purpose into the vision of those who are working

will voluntarily and enthusiastically integrate his duty into the whole. 4) DELIBERATE COORDINATION It emphasizes on co-operation among employees after thorough consideration. Deliberate coordination becomes a necessity for different departments so that they can collectively meet the needs of the organization as well as that of their individual departments. 5) COORDINATION THROUGH COMMITTEES For better performance of work and for effective cooperation among workers coordination must be maintained across committees. 6) DECENTRALISATION The transfer of administrative authority to local agencies (who works autonomously) from the center falls under the concept of decentralization. 7) UNITY OF COMMAND Gulick and Fayol were of the same view regarding this principle. They were of the opinion that a workman subjected to orders from two supervisors will lead to lot of uncertainty, confusion and irresponsibility and hence they supported the idea of workman subjected to take orders from one supervisor that will be more efficient and responsible. However, Gulick is aware of dual control in some of the field offices and suggests a framework of 'integrated dual supervision' in such cases. 8) STAFF AND LINE- STAFF AND LINE Gulick adapted the concept of staff from the military's line and staff system. Staff officials assist the chief executive in removing needless work off his or her plate so that he or she may focus on the organization's core responsibilities. Staff experts must dedicate their time solely to the knowing, reasoning and planning functions as Gulick suggest. They should not be granted any administrative authority or accountability but to arrive at results 'authority of ideas' must be used. As a result, they emphasized the importance of specialized personnel to help senior leaders who form part of the 'line' and perform functions of central

 tasks of the organization, control and coordination and the core functions of the agency. The general and special staff relieve the chief executive of the 'line' of the heavy minutiae of administration, allowing him to focus on the most important responsibilities and wield a broader range of control. 9) DELEGATION- It refers to a person's right of supervision and control being delegated to an agency or subordinate. It is a function-based distribution of power rather than a distribution of authority and responsibility. 10) SPAN OF CONTROL- This principle states that a supervisor cannot control more than an optimum no of workers at a time. When the number of sub- ordinates increases arithmetically then the number of relationships increases geometrically. This shows that at supervisory levels there remains a problem of managing the sub- ordinates. Knowledge, time and energy restrictions as well as different types of work and organisation sizes, all contribute to the control limit.

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It stems in part from individual executive disparities in capabilities and work habits and in part from the non-comparable nature of

labour. As a result, the principle of span of control is governed by the elements of function diversity, time and space. The principle's scientific validity is hampered by a failure to place adequate emphasis on these elements. Gulick urged more

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research into the issue, but found that an organization's chief executive can only deal with a few immediate subordinates. The number is defined not only by the nature of the task, but also by the executive's capacity and the number of immediate subordinates: the organisation's stability and proximity geographically. Even though he was less certain about the number of subordinates, he was

convinced in the principle's general validity. 3.4 Seven Principles of Administration Luther Gulick outlines the Seven Elements of Administration (or the Chief Executive's Function) into famous acronym POSDCORB which are as follows: P---PLANNING: This is the process of laying out in broad outline the tasks that must be completed and the procedures for completing them in order to achieve the enterprise's goal. Managers are responsible for not just deciding what to do, but also planning it into the agenda. Planning necessitates insight. This encompasses weekly, monthly, and quarterly planning, as well as annual, medium- term, and long-term planning (looking ahead with a time line of 3 years). The organization's direction is determined by planning. A predetermined time frame, on the other hand, indicates that when the timer runs out, whatever result is available at the moment must satisfy. This timeline's progress must be continuously monitored.

33 NSOU ● CC-PA-02 O---ORGANISING: This is the process of establishing a formal authority structure through which work sub-divisions are organised, defined, and coordinated to achieve the set goals. Managers are responsible for not only assigning activities, but also for allocating these duties to their departments and personnel. The manager will require the essential resources, such as budget, raw materials, staff and their skills, technology, and machines, to achieve the desired outcome. To reach the desired outcome, he or she will have to organise a variety of tasks. It is critical that the employees' division of labour fits the end objective and end result as closely as feasible in order to get started as quickly as possible. S---STAFFING: This encompasses the entire personnel function of hiring, training, and maintaining favourable working conditions. This section is about an organization's personnel policy and any related actions. For an organisation to run efficiently, it needs good and capable staff. The manager's initial responsibility is to determine the expertise, abilities, and experiences required for certain positions. Job profiles are created based on this, and employees can be hired. This staff policy governs the entire recruitment, selection, and training process, ensuring that the proper sort of employee is in the right place. D---

DIRECTING: This is the ongoing duty of making decisions and enacting them through particular and general commands and instructions, as well as serving as the

company's leader. The manager, of course, is in charge of direction; he or she is the one who bears ultimate responsibility and is held accountable for it. In practice, this means that the manager is in charge of all operations. Furthermore, the manager not only supervises but also motivates his people. He or she instructs them on how to accomplish their jobs best, encourages them, and motivates them to take on new tasks. CO---COORDINATING: That is the crucial task of connecting the many aspects of the work. The manager's job with this notion is to connect diverse sectors and achieve cooperation. A good manager has what's known as a 'helicopter vision' which allows him or her to see what's going on and what still has to be done. He is able to coordinate tasks and supervise his personnel from this vantage point. It is his/her responsibility to synchronize various departments and bring them together with a common aim in mind. R---REPORTING: That is, keeping those that the executive is accountable for informed about what is going on. This includes using records, research, and inspection to keep oneself and one's subordinates informed. There is no evidence without reporting. A detailed report keeps lines of communication open throughout

NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 34 the company. Managers serve as a link between the management team and the constituency, which consists of their own personnel. Reporting gives you an idea of how things are going, and it's also a good method to keep track of agreements. Reporting also makes other critical information transparent, such as personnel difficulties, new processes, performance interviews, and sales numbers. Involved parties can also access archived reports instantly. B---BUDGETING: All of the things that come with budgeting, such as fiscal planning, accounting, and control. Any organization's lifeblood is finance. The manager is in charge of the department's budget management, expenditure, and control, as well as keeping track of tax details. In addition to employee compensation, it is the manager's responsibility to keep track of other expenses such as materials and investments. The manager is accountable for taking action if unnecessary spending, overruns, errors, or even fraud are identified. 3.5 Critical assessment Herbert Simon slammed some of Classical Organisation Theory's accepted administrative assumptions, including the separation

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of responsibilities, unity of command, span of authority. He claims that division of responsibility and specialisation can be done by function, process, objective or

location, referring to the 4 'P's. Classical theory, he claims has provided no guidance as to which base is best in any given situation. In terms of sphere, the notion of unity of command is likewise problematic for him. In vast and complicated organisation, Gulick's line and staff functions are simply out of touch with reality. Even more perplexing and deceptive is the span of control theory. The Graicuna mathematical formula of 'five or more likely four' is primarily to blame for this blunder.

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The authoritarian idea that the top executive must have some type of relationship with everyone below him in the organisation is the basic fallacy. The principles of administration of Gulick and Urwick were heavily criticised since they did not explain what they meant by the 'principles' having universal validity. Simon believed that administrative principles are best criteria for characterizing and diagnosing administrative circumstances. They only propose working norms of

behaviour that appear to have been validated by extensive experience. The theory has been criticised for being atomistic, in that it views individuals in isolation from their coworkers. It's mechanical since it doesn't account for the dynamics of organisational behaviour. It is both static and logical. It also makes no mention of non-monetary incentives. It is more interested in the job than the human beings who performs it. The human factor and human behaviour were undervalued. Human beings are regarded as merely cogs in the organisation's wheel.
35 NSOU ● CC-PA-02 3.6 Conclusion Classical management thought is till prevalent among many practicing administrators today, despite the fact that it was originally articulated in the first two decades of this century. The concern with the formation of organisational principles is the most defining element of classical theory.

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The classical theorists endeavored to identify the true foundations on which work division in organisations might be carried out and

to find efficient methods of coordinating work. They emphasized the clear delineation of distinct activities and their interrelationships, as well as the use of authority to get things done

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through a system of checks and controls over the people working in organisations. As a result, Classical Organisational Theory has a formal design and planning structure. The idea promotes a set of organisational principles according to which organisation plans are created to match the needs of

a specific purpose or function, and then capable persons are chosen to carry out the predetermined plan. This method carries with it task of seeking precision as engineer wants, logical organisation, best way to accomplish phase and at last tying up these pieces into a whole. As a result, the theory clearly demonstrates four characteristics: work division, hierarchy, impersonality and efficiency that are factors to consider. 3.7 Summary ● Luther Gulick's priceless contribution to the field of administration which includes focus on principles to increase efficiency of an organization. ● Gulick's POSDCORB forms the backbone of modern administration. 3.8 Glossary POSDCORB- Acronym that stands for Planning, Organising, Staffing, Directing, Coordinating, Reporting, Budgeting. 4Ps'- Bases of departmentalization; Purpose, Place, Person, Process Formal organisation- an organisation where emphasis is on structure and design.

NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 36 3.9 Model questions ● Briefly discus the background of Luther Gulick. ● What does POSDCORB stand for? Discuss in brief. ● What are the ten principles of administration proposed by Luther Gulick? ● What do you understand by Line and Staff and Span of control? ● How do you define Division of Labour in Gulick terms? What significance does it hold? ● What are the bases of departmentalization? Describe in your own words with example. ● Critically analyze Luther Gulick ideas. What are the points of criticism raisedly Simon ● Why is coordination crucial? In what ways absence of coordination can disrupt the functioning of an organization? ● What will happen if large number of subordinates work under one supervisor? What ways does Gulick suggest in this regard? Luther H. Gulick. Notes on the Theory of Organization in Papers on the Science of Administration. Eds. Luther H. Gulick and Lyndall F. Urwick. New York: Harcourt, 1937 Brian J. Cook. Bureaucracy and Self-government: Reconsidering the Role of Public Administration in American Politics. JHU Press, 1996. Ralph Clark Chandler (eds), A centennial History of the American Administrative Sate, The free Press, New York, 1988. Jack Robin and James S. Bowman (eds), Woodrow Wilson and American Public Administration, Marcel Dekker, New York, 1984.

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NSOU ● CC-PA-02 37 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 Unit-IV Lyndall Urwick 4.0 Structure 4.1 Objectives 4.2 Introduction 4.3 Importance of Organization 4.4 Principles of Organization 4.5 Criticisms of Lyndall Urwick's Theory 4.6 Conclusion 4.7 Summary 4.8 Glossary 4.9 Model Questions 4.10 References 4.1 Objectives ● To learn about the contributions of Lyndall Urwick, with special reference to his principles of organization ● To evaluate the importance of Urwick's works within the classical theory of Public Administration 4.2 Introduction Lyndall Fownes Urwick was born in 1891 in United Kingdom and attended Oxford University. Urwick served as a Lieutenant Colonel in the British Army during World War I, was a member of
a number of international management associations, and was regarded as an exceptional industrial management consultant. He has written

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several books, including Management of Tomorrow, The Making of Scientific Management, The Elements of Administration: The Patterns of Management and Leadership in Twentieth Century organisations.

A recurring theme in these authors' writings is the importance they place on

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the structure of administration while almost completely overlooking the role of men in the organisation. Urwick

has been one of the most important figures in the development of modern management practices and thought. Central to his work was a passion for spreading the gospel of systematic and 'scientific' management through his activities as a management consultant, through his efforts in developing management institutions, and perhaps most of all, through what he later called his 'mission at large' in taking 'modern' management to managers and the wider public.

NSOU ● CC-PA-02 2nd proof 12.09.2022 [CPP] 38 In all, Urwick wrote some 280 books, pamphlets, and articles on an eclectic range of management topics, and gave talks running into the thousands aimed at a wide range of audiences. Organization theory was his particular concern and provides his main standing in history. The principles were based broadly on managerial tasks, together with some general organizational precepts such as the correspondence of authority with responsibility. Though his name became co-terminus with Gulick for their joint publication, Urwick's individual contribution to the theory of organization is no less important. He has several publications to his credit, which include among others 'The Meaning of Rationalization' (1929), 'Committees on Organization' (1930), 'Management of Tomorrow' (1933), 'The Elements of Administration' (1944), 'Notes on the Theory of Organization' (1952), 'Patterns of Management' (1956). 4.3 Importance of Organization Along with Luther Gulick, Urwick was very much interested in analyzing the intricacies of administration as a whole, and he dealt mostly with the technical aspects of formal organisation. Organization is a structure formed with some persons who have assembled with a similar mentality of doing a purposive work or mission. Administration is built up in that organizational structure to materialize the mission or design of work. The similarities between live beings and organizations are striking, particularly when examining highly evolved organisms like the human body. As a result, whenever an organization fails to fulfil its function and mission, an organizational symptom or sickness may appear; as a result, a wide range of organizational symptoms and diseases can be examined. Recent research has tried to determine analogies between the human system and a social order such as an organization, in order to identify analogous malfunctions and ailments and develop guidelines for the prognosis of organizational symptoms and diseases, as well as their remedies and treatments. Urwick was heavily inclined to formalism in organization theory. The formulations of Gulick and Urwick which became popularly known as 'universal' principles of organization became an integral part of public administration and

87% **MATCHING BLOCK 22/133** **W**

these formulations are popularly called 'classical theory' of organization. They are also

known by different names such as '

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administrative management' theory, 'mechanistic'. theory, etc. The classical theory is so called because it is one of the earliest formulations based on systematic analysis of organizations; it is dominant in the field of administrative theory; and finally, because it is long established and generally accepted in administrative literature. They sincerely believed that a science of administration can be developed based on some principles and based on the experience of administrators. Thus, the administration which was considered hitherto an art developed into n science.

NSOU ● CC-PA-02 39 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 Urwick had elaborated on the role of organizations as social groups and in that he found it to be like a living body. According to him the appropriate analogy must be analogy with the living beings which is biological parallel and for this reason the mechanistic parallel can be very crucial in discussing organization. Engineering approach is another name of it. In tune with the classical theorists of Public Administration like Gulick and others, Urwick too attached much
importance to the structures of organization than the role and agency

88% **MATCHING BLOCK 24/133** **W**

of the people in the organization. In short, Urwick traces a very large proportion of the friction and confusion in the society, with its manifest consequences in

the sufferings of human beings, and connects them to the problematic and futile structural arrangements in organizations. Thus, for a problem free environment and a less chaotic society, Urwick stressed on

45% **MATCHING BLOCK 25/133** W

the importance of design in organizations. He remarks it is impossible for mankind to progress its knowledge of organisation unless the structural aspect is isolated from other concerns however unnatural such separation may appear. He links a

huge share of societal friction and confusion to important repercussions, as well as fault structural structures in organisations. Urwick

80% **MATCHING BLOCK 26/133** W

in his book,'Elements of Administration'' defines organization as determining activities vital to any purpose and structuring them in groups assigned to individuals.

He adds that

100% **MATCHING BLOCK 27/133** W

whole arrangement must be undertaken in a "cold-blooded, detached spirit", like the preparation of an engineering design, without any reference to the individuals in the

organization. Therefore, it is cleared than like the classical theorists, Urwick laid much importance in organization, particularly the arrangement and functioning of the structures of organization. 4.4 Principles of Organization True to the tradition of the classical organization theory, Urwick considered administration and management are inseparable and a ubiquitous phenomenon.

100% **MATCHING BLOCK 28/133** W

In his book ,"Elements of Administration'' defines organisation as determining activities necessary to any purpose and arranging them in groups assigned to individuals.

100% **MATCHING BLOCK 29/133** W

Thus, he believed that effort must be made to fit people to the structure.

He did not make any distinction between public and private administration.

68% **MATCHING BLOCK 30/133** W

Urwick identified eight principles of administration applicable to all organisations. The principles are: i) The Principle of Objective that all organisations should have a purpose. ii) The Principle of Correspondence' that authority and responsibility must be co-equal. NSOU ● CC-PA-02 2nd proof 12.09.2022 [CPP] 40 iii) The Principle of

Responsibility- refers to the idea that it is

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the responsibility of higher authorities for the work of subordinates

which is absolute in nature. iv) The Scalar Principle which refers to the

77% **MATCHING BLOCK 33/133** W

pyramidical type of structure in an organisation. v) The Principle of span of control. vi) The Principle of Specialisation that refers to limiting one's work to a single function. vii) The principle of Coordination

that focusses on coordination among the organisation. viii)The "principle of Definition" which highlights clear prescription of every duty. Urwick, like other classical thinkers, believed that an organization's structure was more significant than its personnel's role. In short, Urwick believes that organisational structure arrangements are responsible for a considerable portion of societal friction and uncertainty, as well as its obvious consequences in human misery. Urwick emphasized the importance of design in organisation, claiming that unless this feature is isolated, mankind will be unable to advance in its understanding of organisation.

90% **MATCHING BLOCK 34/133** W

He further considered lack of design as "illogical, cruel and inefficient".

Discussion of Urwick cannot be done without mention of Gulick. As Gulick and Urwick stated, there are administrative entities in the government that are well supervised

87% **MATCHING BLOCK 35/133** W

are almost without exception headed by single administrators. They were anti-boards

and anti-commissions. When compared to a plural body leadership is vested in one person. They repeated Fayol's command unity maxim recognizing that strict devotion to it may lead to absurdities. According to them, a man is not capable to serve two masters. A worker who is ordered by multiple supervisors will get confused and act irresponsibly whereas a worker who is only ordered by one superior will be methodical, efficient and responsible. The Gulick- Urwick's notion of staff aid to the executive as well as the relationships between line and staff officials, deserve special attention. They drew on their previous expertise in military administration to develop these concepts. In civilian organisations, however no management theory has yet clarified significance of line and staff principle. They underlined the need for specialised personnel to help the upper management. Because public officials donot have time to read, think or interact with their subordinates on a daily basis, they require aid with their central tasks of command, control and coordination. This type of assistance should be provided by
NSOU ● CC-PA-02 41 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 general staff who will coordinate the activities of staff specialists. As a result, the general and special staff relieve the top executive of the heavy minutiae of administration allowing him to focus on the most important responsibilities and wield a broader range of control. Lyndall Urwick was the first to systematically apply the concept of span of control to business. According to Urwick, eliminating less important daily chores is critical for enhancing the human touch that makes a business executive an effective leader. Urwick claimed that limiting the number of subordinates reporting to an executive (i.e. limiting the span of control) can improve executive effectiveness, reduce pressure, inefficiency, and incompetence, improve employee cooperation, and boost morale and unity within the organisation, based on the work of General Sir Ian Standish Monteith Hamilton. Control is limited due to knowledge, time and energy constraints as well as differences in task types and organisation sizes.

50% **MATCHING BLOCK 37/133** W

It stems in part from individual executive disparities in capabilities and work habits and in part from the non-comparable nature of

labour. As a result, the principles of span of control are governed by the elements of function diversity, time and space. The principle's scientific validity is hampered by a failure to place enough emphasis on these elements. Following a conversation with Urwick, A.V. Graicuna wrote "Relationship in Organization," which was published in the Bulletin of the International Management Institute in 1933. According to Graicuna, superiors must be aware of not just their direct ties with their subordinates, but also the cross relationships between subordinates and other subgroupings. Graicuna then utilized a mathematical formula to show how increasing the number of direct ties by one resulted in a 25% increase in delegation power and a more than 100% rise in supervision and coordination costs. Urwick went on to say

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that "no superior can supervise directly the work of more than five or, at most, six subordinates whose work interlocks"

based on his observations. According to Urwick in many countries' government machinery is unable to keep up with the current technology. Improved communications have made the world enormously smaller in just half a century. Nations are much closer together now which means there are so much potential for miscommunication. Both their inter social organisation and international economic interactions have become much more complex as a result of the development of power-driven technology and the industrial system. Despite, in the vast majority of situations, they are seeking to address these much more complex issues of government using the constitutional and executive structures of the previous century. Both politicians and officials are frequently overworked, with the result that they can only effectively attend to a small portion of their vastly increased responsibilities. As a result, he argued that government should develop their own corps of professionals in scientific
NSOU ● CC-PA-02 2nd proof 12.09.2022 [CPP] 42 management but make them fully independent of typical civil service establishments as an alternative to hiring outside consulting firms. As a result, such a service may be established as part of the Prime Minister's personal staff. However in such circumstances it would be necessary to: i) create three or four posts at the top of such department that are at least equivalent to those of a secretary; otherwise the new service would not attract enough good men; and ii) ensure that the terms and conditions of entry into the service are equivalent of those offered to an under- secretary. It would be necessary to attract men of substantial ability with prior experience in Scientific Management; iii) to move a fraction of such personnel to Civil Service positions or to provide them with the chance to gain outside jobs in business after five to ten years of service. Such employee transfers are both common and important in all private management consultant endeavors in order to keep the staff fresh and prevent the work from becoming monotonous. The greatest concern, however is that such an official management consultant agency would believe that part of its job includes being critical of the departments or services it investigates. As all private management consultants are aware, being critical in this way renders people who publish their comments are unable to undertake successful reorganization work in the departments of other units they have criticised. Scientific management must be implemented in any organisation through constructive and persuasive leadership not authoritarianism or witch-hunting. It's even possible that Parliament may try to use this new tool in the wrong manner, using it as a whip or good rather than a stimulant, rendering it incapable of completing its job properly in the only way it can be done. Whatever option is chosen, it is critical for countries starting on economic growth programmes to make greater use of Scientific Management ideas in their government apparatus, particularly if they have moved a significant portion of their economic life to public management. 4.5 Criticisms of Lyndall Urwick's Theory Urwick's use of the span of control in business was not without controversy. Herbert A. Simon questioned the concept's theoretical viability, claiming that a limited span of control would result in excessive red tape. This complaint was disputed by Urwick, who stated that if span of control is properly implemented, this will not happen. The span of control, according to Burleigh B. Gardner, prevents democratic participation inside the corporation. Urwick responded to this critique by stating that having too broad a control span weakens democracy by preventing subordinates from having meaningful interactions with superiors. Other researchers have criticised the principle as wrong, citing examples of effective organisations with a broad range of control. Urwick responded to this issue by stating that the work of subordinates in these cases did not overlock. As a result, these organisations were outliers.

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NSOU ● CC-PA-02 43 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 4.6 Conclusion Lyndall Urwick probably had a substantial influence on the practice and study of management, particularly in the United Kingdom, throughout the middle decades of the twentieth century, while being infrequently read now. This advocacy and clout extended to important aspects of accounting theory and practice. Contemporary accounting theorists, text writers, and practitioners promote and use concepts and techniques that have a lengthy history of development and historical precedents in many cases. Urwick's enlarged articulation of information-based planning and control is one of them. This study shows Urwick's broader reach, which includes financial management, financial accounting, and management accounting, rather than being limited to operational management. The impact of his ideas, albeit indirect and underappreciated in the accounting world, deserves more recognition. The Scientific Management school of thinking is seldom included in today's management and accounting textbooks, if at all. Not surprisingly, some of the fair critiques levelled at the school's philosophy and impacts on organisations and their workers could be one of the reasons for its absence. The majority of accounting books, conference papers, and journal articles make no mention of these forefathers of modern management and accounting theory and practice. Taylor and Fayol are frequently the only ones to get credit. Urwick's contribution to accounting is even more under-appreciated. Nonetheless, Taylor, Fayol, and later Urwick assigned accounting a significant and convincing role. Given the dominance of scientific management in early twentieth- century business and government, as well as its influence on management and accounting thinking long after its initial dominance had waned, a strong case can be made that the above approaches to financial management, planning, and control can still be found in contemporary accounting today, reflecting especially Urwick's advocacy over a long period of time. Our current expanding of financial and management planning and control approaches almost unintentionally reflect components of what Urwick and other Scientific Management pioneers proposed. For two reasons, it is an unintentional reflection. For starters, it stems from a lack of understanding of accounting and scientific management history. Second, it is the result of a misunderstanding of what Urwick recommended in the first place. His perspective on planning and control differed from the way it has been stereotyped in the past. Instead, it was a more flexible, ecologically conscious, and contextualized approach to planning than most accounting experts and practitioners recognize

NSOU ● CC-PA-02 2nd proof 12.09.2022 [CPP] 44 today. His approach to company and budgetary planning was both comprehensive and contingent, with planning and control being equally important and inextricably intertwined. This emphasis and effort have perhaps been rediscovered and renewed by contemporary accounting researchers and practitioners. Today's accounting is rife with hidden scientism. It manifests as out croppings of philosophical layers accumulated during 150 years of Scientific Management development and promotion. Scientific management, on the other hand, remains a distant memory for the vast majority of today's accountants, whose continued influence is a mystery. We need to revisit and reinterpret the original works of such major pioneers in order to better comprehend present accounting difficulties and practices, as well as to better inform our endeavors to manage organisational and global change. Lyndall Urwick, among those whose thoughts are still reflected in our thinking today, demands our full attention. 4.7 Summary ● So far, we have learned about Urwick's contribution in the field of administration in which we discussed in detail about significance associated to organization. ● This unit covered all the principles of an organisation, his idea of span of control, his similarities with Gulick and the criticism he has received from Simon who argued limited span of control as proposed by Urwick will lead to excessive red tape. Nonetheless his ideas are still relevant to comprehend present circumstances. 4.8 Glossary Span of control: Urwick's principle envisage the idea that no supervisor should supervise more than 5-6 line reports whose work is interlocked. Organisation: To Urwick it referred to the idea that an organisation must have a clear goal. 4.9 Model Questions ● Give a brief background of Lyndall Urwick. ● Briefly mention various principles of organisation as proposed by Urwick? ● What are the key similarities that Luther Gulick shares in common with Lyndall Urwick? ● What are the suggestion of Urwick towards government machinery to keep up with the current technology. ● On what grounds Urwick's theory is criticised? ● What are the contributions of Urwick in the field of Public Administration. ● Briefly discuss Span of Control, as discussed by Urwick.

NSOU ● CC-PA-02 45 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 ● On what grounds do Lyndall varies from Gulick. Are both of them relevant today. 4.10 References ● Brech, E.F.L. (1998) "Urwick, Lyndall Fownes (1891-1983)" in M. Warner (ed.) ● The IEBM Handbook of Management Thinking, London: International Thomson Business Press, pp.698-706. ● Thomas, R.M. (1986) "Lyndall F. Urwick", in D.J. Jeremy (ed.) Dictionary of Business Biography, vol. 5, London, Butterworths,

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pp.599-603 ● Urwick, Lyndall F. "Manager's Span of Control" Harvard Business Review 34.3 (May–June 1956).

p. 39-47 ●
Urwick, Lyndall. “Public Administration and Scientific Management” Indian Journal of Public Administration vol 2, no. 1 (1956), pp.18-21.
NSOU ● CC-PA-02 46 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 Unit-V Contribu Ÿons and Limita Ÿons 5.0 Structure 5.1 Objectives 5.2 Introduction 5.3 Contributions of Fayol 5.3.1 Fayol's 14 Principles of Management 5.4 Contribution of Gulick 5.4.1 Gulick's theory of organization 5.4.2 POSDCORB 5.5 Contributions of Urwick 5.5.1 Urwick's principles of organization 5.6 Limitations of the classical thinkers 5.7 Conclusion 5.8 Summary 5.9 Glossary 5.10 Model Questions 5.11 References 5.1 Objectives This unit attempts to discuss the contributions and limitations of the Classical theory. ● To familiarize learners with the contributions of Fayol ● To familiarize learners with the contributions of Gulick ● To familiarize learners with the contributions of Urwick ● To understand the limitations of the works of these classical thinkers. 5.2 Introduction The focus and locus of the field of public administration were stressed in classical theories. The competence in the form of administrative principles was the emphasis of the field. The field's locus could be found everywhere. The principles of administration are principles because they may be used successfully in any
47 NSOU ● CC-PA-02 2nd proof 12.09.2022 [CPP] administrative situation, regardless of its culture, traditions, environment or mission. The organisation was characterised by classical thinkers in terms of how labour was divided and how task specialisation could be attained. So as to understand what classical thinkers had to offer in the field of administration we will look into the contributions of Fayol, Urwick and Gulick. 5.3 Contributions of Fayol Fayol attempted to create a management theory that could be utilized as a foundation for formal management education and training in his writing. Fayol began by categorizing all organisational activities into six categories: a. Technical: engineering, production, manufacture, adaptation. b. Commercial: buying, selling, exchange. c. Financial: the search for optimum use of capital. d. Security: protection of assets and personnel. e. Accounting: stocktaking, balance sheets, costs, statistics. f. Managerial: planning, organizing, commanding, coordinating, controlling. 5.3.1 Henry Fayol's 14 Principles of Management Fayol, the 'Father of Modern Management Theory' presented a broad theory that can be utilized at all levels of management and in every department. His fourteen management principles are outlined below. 1.Division of Work He thought that dividing duties among workers in the workplace would improve product quality. Similarly, he discovered that work division increases worker productivity, efficiency, accuracy, and speed of employees. Fayol emphasized that any organisation, large or small, should place its personnel based on their specific talents and expertise. 2. Authority and Responsibility The right of a superior to give commands to subordinates, make decisions on specific matters, use organisational resources, and lead and govern subordinate behaviour is referred to as authority. According to Fayol the right to make orders and the capacity to obtain obedience is also authority, for Fayol, authority must be

NSOU ● CC-PA-02 48 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 proportional to responsibility, hence initiatives must be taken to encourage people to take responsibility. 3. Discipline Discipline, according to Fayol is a requirement for proper authority exercise. Discipline according to Fayol has two aspects. To begin, only follow commands when the management is competent. Second, imposing discipline on subordinates from above would make it one-sided affair. 4. Unity of Command This indicates that an employee should report to and follow orders from only one manager. A conflict of interest emerges when an employee is expected to report to multiple superiors, which can lead to misunderstandings. 5. Unity of Direction Everyone engaging in the same activity should have the same goal in mind. This means that everyone in a company should be working toward the same goal and be motivated in the same way, making work easier and reaching the stated goal faster. 6. Subordination of Individual Interest Management, according to Fayol, must ensure that the organisation's goals take precedence over individual's interests. Individuals should keep aside their own ambitions and prioritize that of the organization. This suggests that a company should collaborate for the greater benefit rather than for personal advantage. To be obedient to the goals of an organisation. This refers to the complete chain of command within a firm. 7. Remuneration Money and non-monetary compensation are the two types of remuneration. It should, The wage practices in an organisation, according to Fayol's conceptualization, should be rational and provide maximum pleasure to both the employer and the employees. 8. Centralization If senior management retains the majority of decision-making authority, centralization is said to exist. According to Fayol, the degree of centralization or decentralization in an organisation is determined by the organisation's stage of development as well as the abilities and qualities of its employees. According to Fayol, a company should strive for a balance of perfect centralization and decentralization.
49 NSOU ● CC-PA-02 2nd proof 12.09.2022 [CPP] 9. Scalar Chain or Hierarchy The lines of authority from superior to subordinate are referred to as the scalar chain. It provides authority channels as well as communication and decision-making goals. Fayol advocated for a chain of command which should be strictly followed unless it is damaging to the organisation's objectives. 10. Order The notion of order in Fayol's conceptual framework centres upon his view that everything has a place in the organisation and that everything has a role in the organisation. He argued that good orders save time and resources but that social order necessitates a careful balance of wants and resources. 11. Equity All employees should be treated with respect and on an equal footing. It is the manager's responsibility to ensure that no employees are discriminated against. Fayol stressed the significance of the human dimension in the workplace. To some extent, this concern is reflected in his emphasis on promoting the notion of organisational equity, which according to him, includes human qualities such as kindness and fairness 12. Stability Fayol underlines the need of having an effective and stable management team in place, which is critical given the time and price required to develop strong management employees. The length of time spent in a position should be determined. Getting used to work can take some time. If an employee feels safe in their employment, they will provide their best. It is the management's responsibility to provide job security to their personnel. 13. Initiative Employees should be supported and encouraged to take initiative in the workplace by management. It will assist them in increasing their interest and increasing their value. Initiative must be promoted by management at all levels, according to Fayol. 14. Esprit de Corps Esprit de Corps, according to Fayol is the presence of harmony among all members of an organisation. Employee morale must be boosted by harmonizing their nativities, fostering close inter-personal cooperation and rewarding each employee based on his or her merits without prejudice.
NSOU ● CC-PA-02 50 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 5.4 Contributions of Gulick Luther Gulick was

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heavily influenced by Taylor and Fayol. Gulick used Fayol's five elements of administration viz., Planning, Organisation, Command, Coordination and Control as a framework for his neutral principles.

Their first concept

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in allocating functions to groups of people is homogeneity, which is based on the identity or simplicity of four

factor or Gulick's 4P formula: Gulick has given 4P formula regard with the establishment of departments, universally. ● P- purpose ● P- process ● P- person(s) ● P- place a) Purpose based organisation: indicates a group of people who have come together for a certain reason, such as conducting coordination. b) Process based organisation: refers to the organisation in which the processing is mostly carried out by various specific divisions, such as the ministry of law, the statistics department, and the accounting department, among others. c) Person based organisation: organisations designed to assist a specific target group, community, or society, such as the department of scheduled castes, minorities. d) Placed based organisation: are mostly founded to service a certain territory. Districts, tribal territories, and hilly locations could all be good starting points for new departments. All the functions created in a given area are grouped together. 5.4.1 Gulick's theory of organisation Let us discuss briefly the ten principles of Luther Gulick theory of Organization: 1) DIVISION OF WORK OR SPECIALISATION According to Gulick the foundation of any organisation and the cause of an organisation is work division. Work division is crucial as because man varies in nature, talent and capacity and it through specializing that they can gain much in dexterity. The division of labour indicates that work must be split in order to achieve clear specialization and so increase the organisation's performance. 2) BASES OF DEPARTMENTAL ORGANISATIONS Gulick has put forward 4P's formula with regard to basis of establishment of organisations as we have already discussed earlier, that are purpose-based organisation, process-based organisation, person-based organisation and placed based organisation.

 3) COORDINATION THROUGH HIERARCHY Gulick points out that if sub-division of work is inescapable then coordination becomes necessary. This can be achieved through organisation, which entails connecting sub-divisions of work by allocating them to people who are correctly situated in the authority structure, so that work can be coordinated through commands that go from top to bottom of the organisation. 4) DELIBERATE COORDINATION It emphasizes on co-operation among employees after thorough consideration. Deliberate coordination becomes a necessity for different departments so that they can collectively meet the needs of the organization as well as that of their individual departments. 5) COORDINATION THROUGH COMMITTEES For better performance of work and for effective cooperation among workers coordination must be maintained across committees. 6) DECENTRALISATION The transfer of administrative authority to local agencies (who works autonomously) from the centre falls under the concept of decentralization. It given the local authorities sufficient powers to effectively meet the demands of the organization, at their own level. 7) UNITY OF COMMAND Gulick opined that a workman subjected to orders from two supervisors will lead to lot of uncertainty, confusion and irresponsibility and hence they supported the idea of workman subjected to take orders from one supervisor that will be more efficient and responsible. 8) STAFF AND LINE Gulick adapted the concept of staff from the military's line and staff system. Staff officials assist the 'line' chief executive in removing needless work off his or her plate so that he or she may focus on the organization's core responsibilities. The general and special staff relieve the chief administrators of the 'line' of the heavy minutiae of administration, allowing him to focus on the most important responsibilities and wield a broader range of control. 9) DELEGATION It refers to a person's right of supervision and control being delegated to an agency or subordinate. It is a function-based distribution of power rather than a distribution of authority and responsibility. 10) SPAN OF CONTROL This principle states that a supervisor cannot control more than an optimum no of workers at a time. When the number of sub- ordinates

NSOU ● CC-PA-02 52 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 increases arithmetically then the number of relationships increases geometrically which becomes a problem of managing the sub-ordinates. 5.4.2 POSDCORB P---PLANNING: This is the process of laying out in broad outline the tasks that must be completed and the procedures for completing them in order to achieve the enterprise's goal. Managers are responsible for not just deciding what to do, but also planning it into the agenda. Planning necessitates insight. This encompasses weekly, monthly, and quarterly planning, as well as annual, medium-term, and long- term planning (looking ahead with a timeline of 3 years). The organization's direction is determined by planning. A predetermined timeframe, on the other hand, indicates that when the timer runs out, whatever result is available at the moment must satisfy. This timeline's progress must be continuously monitored. O---ORGANISING: This is the process of establishing a formal authority structure through which work sub-divisions are organised, defined, and coordinated to achieve the set goals. Managers are responsible for not only assigning activities, but also for allocating these duties to their departments and personnel. The manager will require the essential resources, such as budget, raw materials, staff and their skills, technology, and machines, to achieve the desired outcome. To reach the desired outcome, he or she will have to organise a variety of tasks. It is critical that the employees' division of labour fits the end objective and end result as closely as feasible in order to get started as quickly as possible. S---STAFFING: This encompasses the entire personnel function of hiring, training, and maintaining favourable working conditions. This section is about an organization's personnel policy and any related actions. For an organisation to run efficiently, it needs good and capable staff. The manager's initial responsibility is to determine the expertise, abilities, and experiences required for certain positions. Job profiles are created based on this, and employees can be hired. This staff policy governs the entire recruitment, selection, and training process, ensuring that the proper sort of employee is in the right place. D---
DIRECTING: This is the ongoing duty of making decisions and enacting them through particular and general commands and instructions, as well as serving as the
company's leader. The manager, of course, is in charge of direction; he or she is the one who bears ultimate responsibility and is held accountable for it. In practice, this means that the manager is in charge of all operations.
53 NSOU ● CC-PA-02 2nd proof 12.09.2022 [CPP] Furthermore, the manager not only supervises but also motivates his people. He or she instructs them on how to accomplish their jobs best, encourages them, and motivates them to take on new tasks. CO---COORDINATING: That is the crucial task of connecting the many aspects of the work. The manager's job with this notion is to connect diverse sectors and achieve cooperation. A good manager has what's known as a 'helicopter vision' which allows him or her to see what's going on and what still has to be done. He is able to coordinate tasks and supervise his personnel from this vantage point. It is his/her responsibility to synchronize various departments and bring them together with a common aim in mind. R---REPORTING: That is, keeping those that the executive is accountable for informed about what is going on. This includes using records, research, and inspection to keep oneself and one's subordinates informed. There is no evidence without reporting. A detailed report keeps lines of communication open throughout the company. Managers serve as a link between the management team and the constituency, which consists of their own personnel. Reporting gives you an idea of how things are going, and it's also a good method to keep track of agreements. Reporting also makes other critical information transparent, such as personnel difficulties, new processes, performance interviews, and sales numbers. Involved parties can also access archived reports instantly. B---BUDGETING: All of the things that come with budgeting, such as fiscal planning, accounting, and control. Any organization's lifeblood is finance. The manager is in charge of the department's budget management, expenditure, and control, as well as keeping track of tax details. 5.5 Contributions of Urwick Urwick was heavily inclined to formalism in organization theory. The formulations of Gulick and Urwick which became popularly known as 'universal' principles of organization became an integral part of public administration and these formulations are popularly called 'classical theory' of organization. He became the organisational secretary for Rowntree and Company, a confectioner, after serving in the First World War. He went on to become Director of the International Management Institute in Geneva in 1929. When the institute's life was cut short by the Great Depression, Urwick moved to England and founded a management consultancy.
NSOU ● CC-PA-02 54 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 5.5.1 Urwick’s Principles of Organization C O T True to the tradition of the lassical rganization heory, Urwick considered administration and management are inseparable and a ubiquitous phenomenon. In his book, defines organisation as '

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Elements of Administration' determining activities necessary to any purpose and arranging them in groups assigned to individuals.

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Thus, he believed that effort must be made to fit people to the structure.

He did not make any distinction between public and private administration.

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Urwick identified eight principles of administration applicable to all organisations. The principles are: i) The Principle of Objective-

this principle refers to the idea that all organisations should have a certain purpose to achieve. ii) The Principle of Correspondence'- it refers to the key idea that authority and responsibility must be co-equal in terms of operating. iii) The Principle of Responsibility- refers to the idea that it is the responsibility of higher authorities to look out for the work of subordinates, which is absolute in nature.

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iv) The Scalar Principle- this hint towards pyramidical type of structure in an organisation. v) The Principle of span of control-.

Urwick claimed that limiting the number of subordinates reporting to an executive (i.e., limiting the span of control) can improve executive effectiveness, reduce pressure, inefficiency, and incompetence, improve employee cooperation, and boost morale and unity within the organisation vi) The Principle of Specialisation -that refers to limiting one's work to a single function who are specialised in it. vii) The Principle of Coordination- that focusses on coordination among the organisation for better efficiency. viii)The Principle of Definition - which highlights clear prescription of every duty do that it does not create confusion among people working.

55 NSOU ● CC-PA-02 2nd proof 12.09.2022 [CPP] Urwick had elaborated on the role of organizations as social groups and in that he found it to be like a living body. According to him the appropriate analogy , must be analogy with the living beings which is biological parallel and for this reason the mechanistic parallel can be very crucial in discussing organization. Urwick, like other classical thinkers, believed that an organization's structure was more significant than its personnel's role. In short, Urwick believes that organisational structure arrangements are responsible for a considerable portion of societal friction and uncertainty, as well as its obvious consequences in human misery. Urwick emphasized the importance of design in organisation, claiming that unless this feature is isolated, mankind will be unable to advance in its understanding of organisation. 5.6 Limitations of the Classical thinkers There are several limitations to these thinkers. Some of the critics have argued that Fayol's concepts are descriptive, while others are prescriptive, according to them. Structuralists opposed Fayol, claiming that he completely neglected an organisation's structure, making it flawed to some level. It is a mechanical approach to study of organisations, according to Peter Drucker. Scholars from the socio-psychological school claimed that Fayol overlooked the psychological components of human beings completely. The detractors of the traditional approach also criticised Fayol's theory for its volume judgements, which are not experimentally valid. Despite the fact that Gulick and Urwick's classical theories had a considerable impact on administrative theory, they were heavily criticised by various scholars for their flaws and failings. The concepts of administration proposed by classical thinkers like Gulick and Urwick in particular were savagely criticised. Herbert Simon questioned the classical theory's assumptions one by one. The basic point made by Simon is that Gulick and Urwick's administration principles are actually a collection of contradictory proverbs that are only legitimate as universal statements about organisations and their operations. Most of the limitations arise from the fact that the human dimension is ignored. The sociological and psychological aspects in principles are overlooked. This approach only sees economic motive as a motivator for workers. It does not believe that employees are emotionally tied to their employers. It ignores the impact of social organisations on human (voluntarism). The mechanistic explanation of organisation behaviour fails to explain dynamism. Workers are treated as gears in a machine. The focus is on prescriptive or normative aspects and descriptive theory is absent. This approach treats the organisation as though it were a separate system from the rest of the world. The subjective aspect of rationality is not taken into account, i.e., organisational behaviour differs from real conduct and it solely concentrates on the organisation's structure.

NSOU ● CC-PA-02 56 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 5.7 Conclusion The classical method is mostly a reaction to the rise of capitalism in the western world. It has been proposed as a way to increase manufacturing efficiency and economics. It's a near revolutionary endeavour to systematise human organisational experience. The principles of organisation are derived from empirical observations. Their contribution bridges the gap between older administrative theorists and subsequent scholars, such as Herbert Simon, who advocated for a more empirical and analytical approach to administration research. Although there are valid objections to Gulick's, Fayol's and Urwick's views these criticisms cannot overshadow the importance of these thinkers' contributions to the development of administrative theory. 5.8 Summary ● So far, we have seen Fayol and Gulick’s contributions in terms of principles for organisation, POSDCORB, their theory of management has been enormous which have stood the test of time. ● These contributions have now become part of modern management concepts. There has been criticism to these principles but even today its relevance has not diminished. 5.9 Glossary POSDCORB- an acronym that stands for Planning, Organising, Staffing, Directing, Coordinating, Operating, Reporting and Budgeting. Span of Control- This principle states that a supervisor cannot control more than an optimum no of workers at a time. 5.10 Model Questions ● What is the contribution of Henry Fayol in the field of administration? ● What are the similarities in principles between Urwick and Gulick? ● Describe Gulick’s principles of an organisation. ● What are the eight principles of an organisation that Urwick? ● What does 4Ps refer to? ● What does Esprit de Corps mean? ● What does centralization mean, according to Fayol? ● Examine the principles of administration as outlined by Henry Fayol. ● What are the limitations of the classical theorists?

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58 NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 Unit I Origin 1.0 Structure 1.1 Objectives 1.2 Introduction 1.3 Origin of Scientific Management theory 1.4 Conclusion 1.5
Summary 1.6 Glossary 1.7 Model Questions 1.8 References 1.1 Objectives ● After reading the materials of this block the learners will
be able to understand About the origin behind the development of Scientific Management Theory 1.2 Introduction Scientific Management theory is one of the grand theories of public administration. Frederick Winslow Taylor(1856-1915) is regarded as the father of this Scientific Management theory. Taylor was the first thinker in Public Administration who adopted and implemented the scientific methods in management and industrial work process. Scientific The main objective of Management theory economic efficiency, especially labour is to improve

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productivity. It was one of the earliest attempts to apply science to the engineering of processes to management.

The major principles of Scientific Management theory are- (a) standardization of Work Methods (b) scientific selection and training of industrial workers (c) equal division of work between workers and management (d) mutual collaboration of workers and management. Before Taylor's attempt few scholars and thinkers like Charles Babbage, Henry R. Towne and Henry Metcalfe tried to implement scientific process in the field of industry and management. But Taylor's contribution was distinctively important because he tried to implement it methodologically and scientifically. The Scientific Management approach in its literal sense means a scientific way of managing an organization. His theory helped pave the way for many modern management approaches and techniques, some opposed him whereas some supported him but there is no denying that his theory was the one that started their very existence. The theory of Scientific Management,
2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 59 NSOU ● CC-PA-02 like the classical theory, was developed by scholars, who propounded and described principles and practices for better organizational performance . Scientific Management is a micro level theory. Its unit of analysis is the physical activities of work. It deals mainly with the relationship of a worker to his or her work. Emphasis remains on man-machine relationship with the objective of improving performance of routine, repetitive production tasks. 1.3 Origin of Scientific Management theory The origin of Scientific Management theory was related with industrial revolution. The Midvale Steel company ''one of America's great armorplate making plants'' was the birthplace of scientific management. F.W Taylor at the age of 22 started his job at that company. During his job he gained some experience which tried to shape his idea later.

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During the later half of the nineteenth century, when the Industrial Revolution had reached a stage of maturity, the

rapid expansion of business and industry were giving rise to

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new problems of industrial planning and management. The working conditions in the factories were very much chaotic. The

work methods, tools and procedures were neither standardized nor planned for efficiency.
Choice of methods of work was mainly left to the workers themselves resulting in considerable ad hoc planning and inefficiency. There was a need to increase productivity which required in the long run a more rational and integrated approach to managerial problems. Rapid industrialization had given rise to a new managerial class who were

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being called upon to face new problems not encountered earlier. It was

mainly to fulfill this need and find ways to raise industrial productivity that Taylor came out with his ideas on Scientific Management, a term coined by Louris D Brandies first and subsequently used by Taylor in his widely known book, Principles and Methods of Scientific Management. Horace Bookwalter, in his 1918 work, Scientific management: A History and Criticism, identified seven other leaders in the movement, most of whom learned of and extended scientific management from Taylor's efforts: · Henry L. Gantt (1861–1919) · Carl G. Barth (1860–1939) · Horace K. Hathaway (1878–1944) · Morris L. Cooke (1872–1960) · Sanford E. Thompson (1867–1949) · Frank B. Gilbreth (1868–1924). Gilbreth's independent work on "motion study" is on record as early as 1885; after meeting Taylor in 1906 and being introduced to scientific management, Gilbreth devoted his efforts to introducing scientific management into factories. Gilbreth and his wife Dr Lillian Moller
60 NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 Gilbreth (1878–1972) performed micro-motion studies using stop-motion cameras as well as developing the profession of industrial/organizational psychology. · Throughout his professional life, Taylor's work focused on increasing productivity and therefore, profitability, and his goal was to raise productivity without driving workers too hard. Taylor believed in finding the right job for the right worker and paying that worker well for the increased output rather than simply paying for the job. ·· In 1910, U.S. Supreme Court Justice Louis Brandeis cited Taylor's work in U.S. Interstate Commerce Commission hearings as a progressive management technique that could raise pay and reduce the physical strain on workers while simultaneously increasing profits for business owners. It was Brandeis who created the term “scientific management” to refer to Taylor's research. Taylor summed up his own work with these words: “true scientific management requires a mental revolution on the parts of management and of workers.” Harrington Emerson (1853–1931) began determining what industrial plants' products and costs were compared to what they ought to be in 1895. Emerson did not meet Taylor until December 1900, and the two never worked together. Emerson's testimony in late 1910 to the Interstate Commerce Commission brought the movement to national attention and instigated serious opposition. Emerson] contended the railroads might save $1,000,000 a day by paying greater attention to efficiency of operation. By January 1911, a leading railroad journal began a series of articles denying they were inefficiently managed. When steps were taken to introduce scientific management at the government-owned Rock Island Arsenal in early 1911, it was opposed by Samuel Gompers, founder and President of the American Federation of Labour (an alliance of craft unions). When a subsequent attempt was made to introduce the bonus system into the government's Watertown Arsenal foundry during the summer of 1911, the entire force walked out for a few days. Congressional investigations followed, resulting in a ban on the use of time studies and pay premiums in Government service. Taylor's death in 1915 at age 59 left the movement without its original leader. In management literature today, the term "scientific management" mostly refers to the work of Taylor and his disciples ("classical", implying "no longer current, but still respected for its seminal value") in contrast to newer, improved iterations of efficiency-seeking methods. Today,

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task-oriented optimization of work tasks is nearly ubiquitous in industry ·

Taylor's main thesis is

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that management rests upon clearly formulated laws and principles with universal applicability in all organizations

which entitles it to the status of a true science. (Basu,2018). Basically Scientific Management theory was the outcome of such a need which was arises due to
2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 61 NSOU ● CC-PA-02 the result of industrial revolution in the west. Scientific Management theory has been made a clear shift from older one to a new one. Taylor had several objectives. He was responding

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to the challenges of the Industrial Revolution which necessitated optimum utilization of all available resources – human and material –

in the fiercely competitive world of business and industry. The need

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to raise production and promote efficiency with economy in industry

urgently required new techniques of management. Taylor's principles of management were “scientific” to the extent that they were based on first hand experimentation in, and observation of, work procedures and conditions in industrial enterprises. The major goals of scientific management were to raise industrial output by systematic application of the methods of science, to managerial book made certain fundamental assumptions. They were: (a) industrial processes can be made open for scientific observation and experimentation. The work procedures of labour can be reduced to basic motions to ascertain the longest, shortest and average time needed for each motion; (b) The standard time prescribed for each operation can be produced at a designated standard of efficiency and economy; (c) The workers can be trained by the management in the best methods for achieving the industrial objectives. 1.4 Conclusion It is true that although Scientific Management led to a reform movement which tried to eliminate industrial problems but it was equally opposed by many scholars and critics. The theory led by Taylor make, a great contribution to the study of Public Administration but many thinkers identified that it is not a fundamental one. 1.5 Summary ●

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Scientific management approach developed in the early phases of industrial revolution, it tried to address some of the problems of industrial society. ●

Taylor

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emphasised more on scientific knowledge of doing things and scientific way of managing organisations. 1.6

Glossary Scientific Management: Scientific Management concept was developed by F.W. Taylor who implemented the scientific techniques such as observation, logic, analysis and combination to study the working conditions and management at the floor level in the factories and production unit.

62 NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 Development: Development is a process that create growth, progress, positive change or the addition of physical, economical, environmental, social and demographic components. The purpose of development is a rise in the level and quantity of life of the population, and the creation or expansion of local regional income and employment opportunities. without damaging the resources of the environment. 1.8
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Fadia, B,L and Fadia, K (2019), Public Administration ; Administrative Theories, Sahitya Bhawan, New Delhi. 1.7 Model Questions ● What are the major principles of Scientific Management? ● Discuss the origin and development of Scientific Management Theory? ● What was the Contribution of Gilbreth to Scientific Management? ● What was the major shift initiated by Scientific Management?
63 NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 Unit II Principles of Scien Ÿfic Management 2.0 Structure 2.1 Objectives 2.2 Introduction 2.3 Objectives of Scientific Management 2.4 Principles of Scientific Management 2.5 Conclusion 2.6 Summary 2.7 Glossary 2.8 Model Questions 2.9 References 2.1 Objectives After reading this material of this block the learners will be able to understand ● In this unit the students will know about the major principles of Scientific Management theory ● The objectives of the theory of Scientific Management 2.2 Introduction Flourishing in the late 19th and early 20th centuries, Scientific Management built on earlier pursuits of economic efficiency. While it was prefigured in the folk wisdom of thrift, it favored empirical methods to determine efficient procedures rather than perpetuating established traditions. Thus it was followed by a profusion of successors in applied science, including time and motion study, the Efficiency Movement (which was a broader cultural echo of scientific management's impact on business managers specifically), Fordism, operations management, operations research, industrial engineering, management science, manufacturing engineering, logistics, business process management, business process re engineering, lean manufacturing, and SIX SIGMA. There is a fluid continuum linking Scientific Management with the later fields, and the different approaches often display a high degree of compatibility. 2.3 Objectives of Scientific Management (a)

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To gauge industrial tendencies and the market, in order to regularize operations in a manner which will conserve the investment, sustain the enterprise as an employing agency, and assure continuous operation and employment;

NSOU ● CC-PA-02 64 2.4 Principles of Scientific Management (b) To assure the employee, not only of

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continuous operation and employment by correct gauging of the market, but also assure by planned and balanced operations,

a

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continuous earning opportunity while on the payroll; (c) To earn through a waste-saving management and processing technique, a large income from a given expenditure of human and material energies, which

shall be shared through increased wages and profits by workers and management, (d) To try to make a possible higher standard of living and as a result increased income of workers may help the economy. (e)

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To assure a happier home and social life to workers

through removal (and

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by increase of income), of many of the disagreeable and worrying factors in the total situation

may help to enhance production activity of the worker. (f) To try

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to assure healthy as well as individually and socially agreeable conditions of work

which will enhance the working mentality of a worker in an industry. (g)

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To assure the highest opportunity for individual capacity through scientific methods of work analysis and of selection, training, assignment, transfer, and promotion of workers; (h) To assure by training and instructional foremanship the opportunity for workers to develop new and higher capacities, and eligibility for promotion to higher position; (i) To try to develop self-confidence and self-respect among workers through opportunity afforded for understanding of one's own work specifically, and of plans and methods. of work generally; (j) To develop self-expression and self-realization among workers through the simulative influence of an atmosphere of research and valuation, through the freedom of horizontal as well as vertical contacts afforded by functional organization; (k) To build character through the proper conduct of work and to promote justice through

the

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elimination of discrimination in wage rates and elsewhere; and to eliminate factors of the environment which are irritating and

harmful. (Chakraborty and Chand, 2012) Taylor rejected the notion, which was universal in his day and still held today, that the trades, including manufacturing, were resistant to analysis and could only be performed by craft production methods. In the course of his empirical studies, Taylor examined various kinds of manual labor. For example, most bulk materials handling was manual at the time; material handling equipment as we know it today was mostly not developed yet. He looked at shoveling in the unloading of railroad cars full of ore; lifting and carrying in the moving of iron pigs at steel mills; the manual inspection of bearing balls; and others. He discovered
65 NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 many concepts that were not widely accepted at the

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time. For example, by observing workers, he decided that labor should include rest breaks so that the worker has time to recover from fatigue,

either physical (as in shoveling or lifting) or mental (as in the ball inspection case). Workers were allowed to take more rests during work, and productivity increased as a result. Subsequent forms of scientific management were articulated by Taylor's disciples, such as Henry Gantt; other engineers and managers, such as Benjamin S. Graham; and other theorists, such as Max Weber. Taylor's work also contrasts with other efforts, including those of Henri Fayol and those of Frank Gilbreth, Sr. and Lillian Moller Gilbreth (whose views originally shared much with Taylor's but later diverged in response to Taylorism's inadequate handling of human relations). Scientific management requires a high level of managerial control over employee work practices and entails a higher ratio of managerial workers to laborers than previous management metho. Such detail-oriented management may cause friction between workers and managers. Taylor observed that some workers were more talented than others, and that even smart ones were often unmotivated. He observed that most workers who are forced to perform repetitive tasks tend to work at the slowest rate that goes unpunished. This slow rate of work has been observed in many industries and many] countries and has been called by various terms. Taylor used the term "soldiering", a term that reflects the way conscripts may approach following orders, and observed that, when paid

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the same amount, workers will tend to do the amount of work that the slowest among them

does. Taylor describes soldiering as "the greatest evil with which the working-people ... are now afflicted".

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This reflects the idea that workers have a vested interest in their own well- being, and do not benefit from working above the defined rate of work when it will not

increase their remuneration. He, therefore, proposed that the work practice that had been

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developed in most work environments was crafted, intentionally or unintentionally, to be very inefficient in its execution. He posited that

time and motion studies combined with rational analysis and synthesis could uncover one best method for performing any particular task, and that prevailing methods were seldom equal to these best methods. Crucially, Taylor himself prominently acknowledged that if each employee's compensation was linked to their output, their productivity would go up. Thus his compensation plans usually included piece rates. In contrast, some later adopters of time and motion studies ignored this aspect and tried to get large productivity gains while passing little or no compensation gains to the workforce, which contributed to resentment against the system.Taylorism led to productivity increases, meaning fewer workers or working hours were needed to produce the same amount of goods. In the short term,
NSOU ● CC-PA-02 66 productivity increases like those achieved by Taylor's efficiency techniques can cause considerable disruption. Labor relations often become contentious over whether the financial benefits will accrue to owners in the form of increased profits, or workers in the form of increased wages. As a result of decomposition and documentation of manufacturing processes, companies employing Taylor's methods might be able to hire lower-skill workers, enlarging the pool of workers and thus lowering wages and job security. In the long term, most economists consider productivity increases as a benefit to the economy overall, and necessary to improve the standard of living for consumers in general. By the time Taylor was doing his work, improvements in agricultural productivity had freed up a large portion of the workforce for the manufacturing sector, allowing those workers in turn to buy new types of consumer goods instead of working as subsistence farmers. In later years, increased manufacturing efficiency would free up large sections of the workforce for the service sector. If captured as profits or wages, the money generated by more-productive companies would be spent on new goods and services; if free market competition forces prices down close to the cost of production, consumers effectively capture the benefits and have more money to spend on new goods and services. Either way, new companies and industries spring up to profit from increased demand, and due to freed-up labor are able to hire workers. But the long- term benefits are no guarantee that individual displaced workers will be able to get new jobs that paid them as well or better as their old jobs, as this may require access to education or job training, or moving to different part of the country where new industries are growing. Inability to obtain new employment due to mismatches like these is known as structural unemployment, and economists debate to what extent this is happening in the long term, if at all, as well as the impact on income inequality for those who do find jobs. Though not foreseen by early proponents of Scientific Management, detailed decomposition and documentation of an optimal production method also makes automation of the process easier, especially physical processes that would later use industrial control systems and numerical control. Widespread economic globalization also creates opportunity for outsourced to lower-wage areas, with knowledge transfer made easier if an optimal method is already clearly documented. Especially when wages or wage differentials are high, automation and off shoring can result in significant productivity gains and similar questions of who benefits and whether or not technological unemployment is persistent. Because automation is often best suited to tasks that are repetitive and boring, and can also be used for tasks that are dirty, dangerous, and demeaning, proponents believe that in the long run it will free up human workers for more creative, safer, and more enjoyable work. The early history of labor relations with scientific management in

67 NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 the U.S. was described by Horace Bookwalter Drury: ...for a long time there was thus little or no direct [conflict] between scientific management and organized labor... [However] One of the best known experts once spoke to us with satisfaction of the manner in which, in a certain factory where there had been a number of union men, the labor organization had, upon the introduction of scientific management, gradually disintegrated. ...From 1882 (when the system was started) until 1911, a period of approximately thirty years, there was not a single strike under it, and this in spite of the fact that it was carried on primarily in the steel industry, which was subject to a great many disturbances. For instance, in the general strike in Philadelphia, one man only went out at the Tabor plant [managed by Taylor], while at the Baldwin Locomotive shops across the street two thousand struck. ...Serious opposition may be said to have been begun in 1911, immediately after certain testimony presented before the Interstate Commerce Commission [by Harrington Emerson] revealed to the country the strong movement setting towards scientific management. National labor leaders, wide-awake as to what might happen in the future, decided that the new movement was a menace to their organization, and at once inaugurated an attack... centered about the installation of scientific management in the government arsenal at Watertown. In 1911, organized labor erupted with strong opposition to scientific management, including from Samuel Gompers, founder and president of the American Federation of Labor (AFL). Once the time-and-motion men had completed their studies of a particular task, the workers had very little opportunity for further thinking, experimenting, or suggestion-making. Taylorism was criticized for turning the worker into an "automaton" or "machine", making work monotonous and unfulfilling by doing one small and rigidly defined piece of work instead of using complex skills with the whole production process done by one person. "The further 'progress' of industrial development... increased the anomic or forced division of labor," the opposite of what Taylor thought would be the effect. Some workers also complained about being made to work at a faster pace and producing goods of lower quality. The Watertown Arsenal in Massachusetts provides an example of the application and repeal of the Taylor system in the workplace, due to worker opposition. In the early 20th century, neglect in the Watertown shops included overcrowding, dim lighting, lack of tools and equipment, and questionable management strategies in the eyes of the workers. Frederick W. Taylor and Carl G. Barth visited Watertown in April 1909 and reported on their observations at the shops. Their conclusion was to apply the Taylor system of management to the shops to produce better results. Efforts to
NSOU ● CC-PA-02 68 2.5 Conclusion It is true that although Scientific Management led to a reform movement which tried to eliminate industrial problems but it was equally opposed by many scholars and critics. The theory led by Taylor make a great contribution to the study of Public Administration but many thinkers identified that it is not a fundamental one. Many scholars think that the scientific management viewed man as a machine. This is a rather degrading view and unacceptable to modern industrial ethics. Workers were opposed to time study procedure and standardization of all aspects of their performance that Taylor emphasized. Greater resistance came from the labour leaders who found in Taylorism a threat to their role and to the growth of trade union movement.

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Managers who wanted quick promotions to the high managerial position without any merit based on higher education opposed Taylor's stand, which advocated training by highly trained experts. The

management thinkers

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charged that Taylor's Scientific Management was impersonal and under emphasized the human

factors important in industrial management. install the Taylor system began in June 1909. Over the years of time study and trying to improve the efficiency of workers, criticisms began to evolve. Workers complained of having to compete with one another, feeling strained and resentful, and feeling excessively tired after work. There is, however, no evidence that the] times enforced were unreasonable In June 1913, employees of the Watertown Arsenal petitioned to abolish the practice of scientific management there. A number of magazine writers inquiring into the effects of scientific management found that the "conditions in shops investigated contrasted favorably with those in other plants". A committee of the U.S. House of Representatives investigated and reported in 1912, concluding that Scientific Management did provide some useful techniques and offered valuable organizational suggestions, but that it also gave production managers a dangerously high level of uncontrolled power. After an attitude survey of the workers revealed a high level of resentment and hostility towards scientific management, the Senate banned Taylor's methods at the arsenal. Taylor had a largely negative view of unions, and believed they only led to decreased productivity. Efforts to resolve conflicts with workers included methods of scientific collectivism, making agreements with unions, and the personnel management movement.
69 NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 2.6 Summary 2.7 Glossary ●

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In 'A Piece Rate System' Taylor propounded three basic principles. 1) Observation of work through time study for completion of work. 2) Differential rate system for completing piecework 3) Payment to men not to positions. ●

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To overcome the deficiencies in the management Taylor formulated four new principles- 1)

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The development of a true science of work. 2) The scientific selection of workman and their progressive development. 3) Bringing together of science of work and the scientifically selected workers. 4) The equal division of work and the responsibility between management and workers. 2.7

Reference ► Arora, Ramesh K. (1979), Perspective in Administrative Theory. Associated Publishing House. ► Avasthi, A and Arora, Ramesh (1983), Public Administration , Lakshmi N. Agarwal, Agra. ► Barker, R,J,S (1972), Administrative Theory and Public Administration , 2.9 Reference 2.8 Model Questions ● What are the major principles of Scientific management ? ● What was the major shift initiated by Scientific Management ? Labour Power : Labour power refer to the worker's capacity to produce goods and series. Marx using principles of classical economics, explained that value of labour power must depend on the number of labour hours it takes society, on average, to feed , cloth, and shelter a worker so that he or she has the capacity to work ; In other words the long-run wage workers receive will depend on the number of labour hours it takes to Produce a person who is fit for work. Taylorism : Scientific Management is a theory of management that analyze and Synthe size work flows especially labour productivity Scientific Management is sometimes know as Taylorism. Management :
An act of managing people and their work, for achieving a common goal by using the organization's resources.
NSOU ● CC-PA-02 70 Hutchinson Library , London. ► Basu, Rumki (2018), Public Administration, Concepts and Theories. Sterling Publisher. ►

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Bhattacharya, Mohit (2008), New Horizons of Public Administration, Jawahar Publisher, New Delhi. ►
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Frederick Winslow Taylor, (born March 20, 1856, Philadelphia, Pennsylvania, U.S.—died March 21, 1915, Philadelphia), American inventor and engineer

who is known as the father of Scientific Management. His system of industrial management, known as Taylorism, greatly influenced the development of industrial engineering and production management throughout the world. Taylor was the son of a lawyer. He entered Phillips Exeter Academy in New Hampshire in 1872, where he led his class scholastically. After passing the entrance examination for Harvard University, he was forced to abandon plans for matriculation, as his eyesight had deteriorated from night study. With sight restored in 1875, he was apprenticed to learn the trades of patternmaker and machinist at the Enterprise Hydraulic Works in Philadelphia. Three years later he went to the Midvale Steel Company, where, starting as a machine shop labourer, he became successively shop clerk, machinist, gang boss, foreman, maintenance foreman, head of the drawing office, and chief engineer. Taylor was born in 1856 to a Quaker family in Philadelphia, Pennsylvania. Taylor's father, Franklin Taylor, a Princeton-educated lawyer, built his wealth on mortgages. Educated early by his mother, Taylor studied for two years in France and 72 NSOU ● CC-PA-02 Germany and traveled Europe for 18 months. In 1872, he entered Phillips Exeter Academy in Exeter, New Hampshire, with the plan of eventually going to Harvard and becoming a lawyer like his father. In 1874, Taylor passed the Harvard entrance examination with honours. Instead of attending Harvard University, Taylor became an apprentice pattern-maker and machinist, gaining shop-floor experience at Enterprise Hydraulic Works in Philadelphia. He left his apprenticeship for six months and represented a group of New England machine-tool manufacturers at Philadelphia's centennial exposition. Taylor finished his four-year apprenticeship and in 1878 became a machine-shop labourer at Midvale Steel Works. At Midvale, he was quickly promoted to time clerk, journeyman machinist, gang boss over the lathe hands, machine shop foreman, research director, and finally chief engineer of the works (while maintaining his position as machine shop foreman). Earlier at Midvale, working as a machinist, Taylor recognized that workmen were not working their machines, or themselves, nearly as much as they could (which at the time was called "soldiering") and thought that this resulted in high labor costs for the company. When he became a foreman he expected more output from the workmen. In order to determine how much work should properly be expected, he began to study and analyze the productivity of both the men and the machines (although the word "productivity" was not used at the time, and the applied science of productivity had not yet been developed). His focus on the human component of production Taylor labeled scientific management. He was a plant manager in Maine. In 1893, Taylor opened an independent consulting practice in Philadelphia. His business card read "Consulting Engineer - Systematizing Shop Management and Manufacturing Costs a Specialty". Through these consulting experiences, Taylor perfected his management system. His first paper, A Piece Rate System, was presented to the American Society of Mechanical Engineers (ASME) in June, 1895. Taylor was forced to leave Bethlehem Steel in 1901 after discord with other managers. Now a wealthy man, Taylor focused the remainder of his career promoting his management and machining methods through lecturing, writing, and consulting. In 1910, owing to the Eastern Rate Case, Frederick Winslow Taylor and his Scientific Management methodologies became famous worldwide. In 1911, Taylor introduced his "The Principles of Scientific Management" paper, eight years after his Shop Management paper. On October 19, 1906, Taylor was awarded an honourary degree of Doctor

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of Science by the University of Pennsylvania. Taylor eventually became a professor at the Tuck School of Business at Dartmouth College.

Later on F.W Taylor has came to be considered as the father of Scientific Management theory.

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The major works of Taylor were- ' A Piece-Rate System'(1895), 'Shop Management'(1903),'The Art of Cutting Metals'(1906), 'The Principles of Management'(1911). 73

NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 3.3 Taylor's Contribution

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Taylor's contribution to the development of Scientific Management was recorded in his papers. Of these early ones are A Piece-Rate System, Shop Management, and The Art of Cutting Metals. Among his early works, Taylor also discussed defects of management and Time- Motion Study. A Piece-Rate System- Taylor's first paper on Piece-Rate system was considered an outstanding contribution to the principles of wage payment. He proposed

a new

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system consisting of three parts: (a) observation and analysis of work through time study to set the 'rate' or standard, (b) a'differential rate' system

of

100% **MATCHING BLOCK 82/133** W

piece work, and (c) 'paying merl and not positions'. Shop

Management-. I

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In his second paper on Shop Management he discussed at length workshop organisation and enlargement. He focussed attention, in this paper, on his philosophy of management

as given below: *

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The objective,of management must be to pay high daces and nave low unit production costs to achieve the increased industrial efficiency. Management has to apply scientific' methods of researcl.1 and experiment to the management problems. Standardisation of working conditions and placing the workers on the basis of scientific ' criteria. Management must give normal training to workers and specific instructions to perform the prescribed motions with standardised tools and materials. e Friendly cooperation between workers and management on the basis of scientific systemof labour organisation. Taylor

doubted the efficacy of

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the 'linear' system or the military type of organisation in which each worker is subordinate to only one boss. He replaced this system with what is called 'functional foremanship1 in which the worker receives orders from eight narrowly specialized supervisors. He divided the work not only among workers, but also at the supervisory level. Of the eight functional bosses, four will be responsibility 'or planning and the remaining four for execution: 'The gang-boss, the repair-boss, the speed-boss and the inspector are the four bosses for execution. The order la work and route clerk, the instruction card clerk, the time and cost clerk, and the shop disciplinarian are the four planning bosses. Taylor believed that in this functional type of organisation, the foreman can be trained quickly and specialisation becomes very easy. The concept of division of work between 74 NSOU ● CC-PA-02 planning and execution was incorporated in line and staff concept, wit11 line being the executing agency and staff being the planning agency. Taylor also specified nine qualities which will make a good 'foreman'. They are: education, special or technical knowledge, manual dexterity and strength, tact, energy, grit, honesty, judgement and good health.

The major principles of Taylor's

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Scientific Management theory are as follows: Standardization of Work MethodsTaylor's first principle is related to the development of a scientific method for each task

which would replace ad hocism and selection of work procedures. This could be achieved, he said,

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by scientifically investigating the working conditions and the total quantum of work to be

undertaken in any enterprise in a given period; and then fixing daily task assignments so that the workers may work in a planned way.
It is only through enforced standardization of methods, enforced adoption of the best working condition, and enforced cooperation, he observed that this faster work can be assumed. The duty of enforcing the adoption of standards and of enforcing this cooperation rests with the management alone.

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Scientific Selection and Training of Workers Taylor's second principle is related to the selection, placement and training of workers

in a scientific manner. Standardization of working conditions will be crucially served by selecting and placing worker on jobs for which they are best suited by their physical and intellectual abilities. Moreover, it is the duty of the management to train workers for their task and providethem all facilities for the development of their personalities.Equal Division of Work between Management and Workers Taylor's third principle was an open advocacy of an

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equal division of work and responsibility between management and workers.

Taylor had noted in his observations the unhealthy trend of the managers to place increasing burden on the workers, while assuming for themselves only minimum responsibilities. In this context, Taylor advised that half of the workers' work

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should be taken over by the management. The management had to undertake the functions of planning. organizing, controlling and determining the methods of

work and the like for which it was best suited. Mutual Collaboration of the Workers and Management The last Taylorian principle requires active cooperation and cordial relations between management and workers. There should be mutual faith and trust,he said. According to Taylor, efficiency and productivity can best be promoted by creating a healthy and congenial environment in the organization which is the joint responsibility of both the workers and the management. (Basu,2018) Apart from these

63%	MATCHING BLOCK 91/133	W

four basic principles Taylor also expressed concern about the following in the process of Scientific management: ● Mental Revolution:

He advocated a change in
75 NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 the attitudes of workers and management towards each other and their responsibilities. Managers should stop worrying about accumulating the most and instead focus on generating the most that will lead to more funds for them. The workers should stop worrying about increasing wages without putting in extra effort and instead increase their responsibility and efficiency and increase production that will definitely lead to raise in their salaries sooner or later. ● Division of work: Planning function to be taken over by management who were appointed for the same as they have been trained and skilled for the same and workers to concentrate on completing their functional task as per the rules and guidelines and methods planned by the former Thus,each doing the job for which they have been appointed and are best skilled for. ● Selection and training of workers: Taylor advocated the selection and training of workers for best performance of the work in an organisation. Right person for the right job. This is the duty of the management to choose a candidate for a particular job on the basis of his nature,character and capacities and also provide for formal training and clear instructions to them to perform prescribed motions with the standardized tools and materials. ● Work study and work measurement: Work should be studied systematically and scientifically and various laws and rules are to be applied to everyday work to find the one best way to do that job. Taylor studied each and every movement of the worker with a stop watch and removed all the unnecessary movements and found out the minimum time required for each job. This not only helped reduce time but also slow movement and fatigue of workers thus increasing efficiency and production leading to great profits for the organisation. ● Work as an individual activity: Taylor never advocated group work/activity. He asserted that people were only motivated by personal ambition and tends to lose his individuality/individual drive in a group setting. He stated that workers should have no verbal interaction as it leads to undue personal pressures. ● Development of management thinking: He viewed scientific management as a medium to develop management as a science. It means that specific laws and rules could be derived for management studies and practices

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and those laws relate specifically to wage rates and way of doing work

to increase the rate of production. Taylor advocated the use of standardized tools and equipment as well as methods. ● Standardisation of tools: Taylor himself developed and invented many standardized tools to increase production and efficiency and those after a successful stint became the benchmark to be used for those particular jobs. One of his most famous studies involved shovels. He noticed that workers used the same shovel for all materials. He determined that the most effective load was 21½ lb, and found or designed shovels that for each material would scoop up that amount. Taylor was able to convince workers who used shovels and whose compensation was tied to how much they produced to adopt his advice about the optimum way to shovel by breaking the movements down into their component elements and recommending better ways to perform these movements. This led to huge increase in efficiency and
76 NSOU ● CC-PA-02 production. ● Task prescription: It means that a worker should get a clear prescription and description of what task is to be done by them in clear language and instructions that is understandable by him/her by the management through proper planning, ● Trade unions: Taylor was against trade unions or group activity as mentioned earlier as he believed that it was unnecessary since the goal of the workers and management was the same. As scientific management would make everything crystal clear for everybody in the organisation ridding it of any conflict and with fair wages there is no need for trade unions. ● Incentive scheme: Taylor suggested a piece work rate incentive for workers. That means if a worker achieves a greater output than the target assigned to him he/she would then receive a bonus payment for each piece extra. And the bonus should be generous and consistent to encourage the workers to produce more. 3.4 Taylor's Functional Foremanship Taylor's Functional Foremanship Taylor developed the system of

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functional foremanship in which the worker receives orders from eight narrowly specialized supervisors.

Its objective was to replace

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the 'linear' system or the military type of organization in which each worker is subordinate to only one boss.

Taylor

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divided the work not only among workers, but also at supervisory level.

He

76% **MATCHING BLOCK 96/133** **W**

believed that in this functional type or organization, the foreman can be trained quickly and specialization becomes very easy.

Taylor also prescribed nine qualities of

97% **MATCHING BLOCK 97/133** W

a good 'Foreman'. They are : (1)Education (2)Special or Technical knowledge (3)Manual dexterity and strength (4)Tact (5)Energy (6)Grit (7)Honesty (8)Judgement (9)Good health

Taylor
considered the philosophy of scientific management much more important than to create mere mechanism of work. His major contributions were : Motion and time study or technical Standardization Techniques Work instructions Piece-rate wage systems
77 NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 Modern cost systems Specialization Planning Slide rule and other work-saving implements Work standards Product and implement classification systems The following chart illustrates the functioning of the scheme of the functional foremanship: Point to comment: The scheme of functional foremanship results in a complete violation of the principle of unity of command as advised by Fayol; because in this scheme, a worker is subject to the control and superintendence of eight foremen. The scheme, therefore, involves multiple commands as against a single command. (5) Differential piece-rate system of wage-payment: In order to motivate workers positively as also negatively to produce the standard output, Taylor devised a scheme of wage payment, known as the 'Differential piece-rate system of wage-payment.' The inherent features of this scheme are: (i)A standard output for each worker is determined in advance through scientific work studies. (ii)Two rates of wage-payment (based on piece rate system) are established- (a) A higher rate per unit of output; and (b) A lower rate per unit of output. (iii)Workers who produce the standard output or exceed the standard are paid according to the higher rate for all the units produced by them. Those workers who are unable to come up to the standard are paid according to the lower rate for all the units produced by them. Let us take an example to illustrate the working of this system of wage payment. Suppose the standard output is 25 units; and the two rate of wage payment are – Rs.2 per unit (the higher rate) and Rs. 1.80 p. per unit (the lower rate). Now, if a worker produces 25 units or more; he would be paid on total production done by him according to Rs.2 per unit. If, on the other hand, a worker produces only 24 units (taking the extreme case); he would be paid on all the 24 units produced by him, according to the lower rate i.e. Rs. 1.80 p per unit. In the latter case, the worker is not only suffering a shortfall of payment on one unit produced less by him as against the standard of 25 units; but also suffering a shortfall of payment of 20 p. per unit on all the 24 units produced by him. Thus there is a severe penalty for the inefficient worker in being paid according to the lower rate on total production done by him. 3.5 Time and Motion Study

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The development of the shop system Taylor wished to know that under optimum conditions, how long a man or a machine would or should take to perform a given task, in a specified process, using specified materials and methods.

Taylor

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used scientific fact-finding methods to determine empirically the right ways to perform tasks with the help of stop watch. Taylor also recognised the need for 78 NSOU ● CC-PA-02 scientific method of selecting the right men for the right jobs considering their initial qualifications and potential for further learning, effective supervision of a worker and his working conditions after placing the worker in the right place: Taylor wanted to lay down the foundation for sound personnel management to match the worker's abilities to the job.

Time and motion theory is a totally researched based work. Time and motion study was one of the major experiments conducted by Taylor. In these experiments he made use of

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motion and time study and analysed how workers handled materials, machines and tools.

Taylor observed that a worker of Bethlehem Steel Corporation lift 12.5 tons of iron per day whereas following some techniques and methods a worker of Dutch industry lift47.5 tons of iron per day. This kind of experiments identified the role and necessity of training in an industry. Time study is the technique to be employed for determining the time-content of a job. Motion study involves which is the

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observation of all the motions that comprise a particular job and

the determination of the best set of motions. Scientific management addressed itself to the problems of the 'Shop Floor', that is, the bottom part of an organization, where the work performed is of a repetitive and routine nature.

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He used scientific fact-finding methods to determine empirically instead of traditionally the right ways to perform tasks with the help of stop watch.

According to Taylor time and Motion both are important for the development and success of an industry. Time and motion study are important for Taylor's thesis for the following reasons, (a) This is the ideal way of an worker in an industry. (b) Division of labour. (c) Try to eliminate unnecessary work. (d) Experts should observe the workers work on the help of time clock. (e) Training and recruitment of the workers are very much important. (f) Additional work and additional incentives must be given to the worker according to skills and merits and also time of work.. Leisure of a worker in a industry is also a important task for the betterment of the worker. 3.6 Conclusion Taylor's Scientific Management theory helped management in many organisations overcome worker issues in the US, successfully and for the long term. That is why his ideas spread to all parts of the world and also to socialist countries. This shows its importance and relevance to organisations irrespective of the nature of economy. Taylor's theory brought a practical solution to the enormous problems of complex and growing organization in the industrial revolution peak and also lead to alleviate many problems of workers as well as management and also the issues between the two.

79 NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 3.7 Summary Taylor's work was popularised in the US by the American Society of Mechanical Engineers (ASME), and by a spin-off association, the Society to Promote the Science of Management, which was later re-named the Taylor Society to recognise his contribution. The development of university-based business schools which taught aspiring managers was also crucial to making the link between the principles of scientific management and their application in real work scenarios, and the importance of these schools increased rapidly after 1920. As public interest in Taylor's methods was amplified, it attracted consultancy firms to promote Taylorite methods. Taylor's writings were soon published worldwide. In the UK, Taylor's methods were slow to be implemented by leading industrialists who followed a more paternalistic tradition. Scientific management attracted criticism from the likes of Edward Cadbury, who argued in a 1914 article for the Sociological Review that since unskilled labour was already monotonous, 'any further sub-division of labour in the direction of eliminating any little judgement initiative as to the methods of work, valuable as it might be in its immediate impact on production, would almost certainly in the long run produce effects which would lower the whole capacity of the worker' At the time of his death in 1915 Taylor's work was the subject of much debate, both for and against it. By 1930, a new generation of social scientists were producing strong critiques of his ideas. Taylor was one of the first true pioneers of management through his scientific examination of the way work was done. His led directly to the achievements of other management gurus like Max Weber and Henry Ford. Along with Lillian and Frank Gilbreth (see Related Thinkers), Taylor is also recognised as a major contributor to time and motion study. This involved examining workers' movements in detail and using the results to streamline work and conserve effort, but the approach has now fallen out of fashion. In many ways Taylor's philosophy lies in direct opposition to today's best practice. The most common criticism of Taylor is that his approach is too mechanistic - treating people like machines rather than human beings. with the result being a one-size-fits-all approach to people management and training that fails to recognise the complexity of human motivations. ●

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Taylor is critical of linear system of organisation in which each worker is subordinated to only one boss, he replaced this system with what is called functional foremanship. ● In

his time and motion study experiments he made use of

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motion and time study and analysed how workers handled materials, machine and tools. 80

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Arora, Ramesh K. (1979), Perspective in Administrative Theory. Associated Publishing House New Delhi. ● Avasthi,

A and Arora, Ramesh (1983), Public Administration , Lakshmi N. Agarwal, Agra. ● Barker,

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Bhattacharya, Mohit (2008), New Horizons of Public Administration, Jawahar Publisher, New Delhi. ● ----------(1996), Public Administration

and Planning, Jawahar Publisher, New Delhi. ● Chakrabarty, Bidyut and Chand, Prakash (2012), Public Administration in a Globalizing World; Theories and Practices, Sage, New Delhi. ● Fadia, B,L and Fadia, K (2019), Public Administration ; Administrative Theories, Sahitya Bhawan, New Delhi, India. 3.10 References 3.9 Model Questions 3.8 Glossary Scientific Management : Scientific Management is a theory of management that analyzes and Synthesizes work flows. Its main objective is improving economic efficiency, especially labour Productivity. Functional Foremanship : It is a factory management technique that advocates for having multiple foreman in different specialized roles. Time and Motion Study : It is a Scientific method for recording time Spent on a variety of tasks. ● Write a critical essay on Taylor's Scientific Management Theory. ● Discuss the Taylor's Function Foremanship. NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 81 Unit IV Limita Ÿons of Scien Ÿfic Management theory 4.0 Structure 4.1 Objectives 4.2 Introduction 4.3 Criticism of Taylor 4.4 Limitations & Disadvantages of Scientific Management 4.5 Braverman's take on Scientific Management 4.6 Conclusion 4.7 Summary 4.8 Glossary 4.9 Model Questions 4.10 References 4.1 Objectives ● In this unit students will know about the limitations of the Scientific Management theory. It is true that although Scientific Management led to a reform movement which tried to eliminate industrial problems but it was equally opposed by many scholars and critics. 4.2 Introduction ●

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The Scientific management emerged at a time when capitalist development had reached the state of requiring organisational changes in the functioning of industrial enterprise. The crities considered that the scientific management helped more the owners of industries than the workers. ● The

major criticisms of Scientific Management are as follows. 1. Many scholars think that the scientific management viewed man as a machine. This is a rather degrading view and unacceptable to modern industrial ethics. 2. Workers were opposed to time study procedure and standardization of all aspects of their performance that Taylor emphasized. Greater resistance came from the labour leaders who found in Taylorism a threat to their role and to the growth of trade union movement. 3.

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Managers who wanted quick promotions to the high managerial position without any merit based on higher education opposed Taylor's stand, which advocated training by highly trained experts. 4. The

management thinkers charged that Taylor's Scientific Management was NSOU ● CC-PA-02 82 impersonal and under emphasized the human factors important in industrial management. 5. It has been alleged that the movement was mainly concerned with organizational efficiency viewed in purely mechanistic terms. Labour's opposition to Taylorism led an investigation by Prof Robert Hoxie on behalf of the United States Commission of Industrial Relations. The main criticism of Hoxie was that the basic ideals of Scientific Management of Taylor and trade unionism were incompatible. Scientific management concerned itself mainly with production, efficiency and managerial problems, without touching on the psychological and emotional problems of the workers expressing concern over the routine and dullness of monotonous work and also uncertainty of employment etc. 4.3 Criticism of Taylor

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There were many criticisms on Taylor's concept. The criticisms primarily came

from: 1. Trade Unions and

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Organised Labour 2. Managers 3. Human. Relations Theorists and Behaviouralists The trade unions were against the modern methods of increasing output by the introduction of the premium bonus system. The labour leaders considered then not only

responsible for destroying trade unionism but also for

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destroying the principle of collective bargaining. They thought that the system was a menace to the community at large as it causes continuous increase in unemployment. Trade unions felt that Taylor was more interested in the mechanical aspects of work and not which with the total work situation. A number of agitations by the labour organisations and their representations to the American Congress, led the House in 1912 to appoint a Special Committee of the House of Representatives to investigate into Taylorism. Although the report of the committee favoured neither the labour nor Taylor, the trade unions in 1915 succeeded in getting an amendment to Army Appropriation Act, forbidding the use of stop watches or the payment of premiums or bonuses in Army Arsenals. Trade Union's opposition to Taylorism also led to an investigation conducted by Robert Hoxie for the United States Commission on Industrial Relations. Professor Hoxie in his report criticised Taylor's scientific management and Taylor's approaches as they were concerned only with mechanical aspects and not with the human aspects of production. The report also stated that the basic ideals of scientific management and labour unionism were incompatible. Taylorisrn was also attacked by the managers. Those who wanted quick promotions tb the high managerial positions opposed Taylor's stand, which

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advocated training by experts. The managers "did not appreciate his scornful comments on rule of thumb method. Those who had fought their way to high managerial positions without the benefit of higher education were sensitive to Taylor's stand that unless assisted by highly trained experts they were unqualified to manage". It is very interesting to note that Taylor had to resign from both Midvale Steel Works and Bethlehem Steel because of the friction with the company managers. Among others who criticised Taylor include Oliver Sheldon, a British Management thinker, Mary Parker Follett, an American business philosopher, Sam Lewisohn, Elton Mayo, Peter Drucker and others. They chassed that Taylor's Scientific Management was impersonal and under emphasised the human factor. This criticism led to a series of experiments in industrial sociology and social psychology.

The

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classic Hawthorne Experiments of Elton Mayo and other research studies on human relations and group dynamics in industry rejected Taylorism.

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Another criticism of Taylor is that he did not properly understand the anatomy of the work. His emphasis on the minute division of work and specialisation was severely criticised on several grounds. Firstly, the work gets depersonalisedand the worker becomes a mere cog in the machine. Relations between the worker and manager become. remote as a result the worker loses the sense of participation in the work. More than anything, the worker finds no outlet to exhibit his abilities and potentialities. Secondly, it may even lead to automation of the workers which may have physiological and

neurological consequences.

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Thirdly, Taylor's division of work into planning and executive divisions has severely been criticised. It is argued that in such situations it is difficult to develop proper team spirit, and if planning is totally divorced from execution it is difficult to secure the participation of the workers in the progress of-the firm. It has also been argued that Taylor: overlooked the fact that the principle of division and sub- division of work into minutest parts is subject to the law of diminishing returns. Thus, Taylor's philosophy was summarised in the following words: "First, he confuses the principle of analysis with the principle of action .... Second, planning anti doing are separate parts of the same job; they cannot be totally divorced". Behaviouralists charged that Taylor's methods of scientific management sacrifices the initiative of the worker, his individual freedom and-the use of his intelligence and responsibility. Herbert Simon and March have described the scientific management as the 'physiological organisation theory'. Braveman characterised Taylorism: (a) as abstracting the craft skill from the worker and housing it in a system of control, and (b) using this knowledge so gained to legitimise control of the worker. The second point about legitimizing the managerial control of the worker has been expanded by Whiteaker. He asserted that it is an effort by capitalist philosophy to'resolve the contrast between representative political

democracy and

NSOU ● CC-PA-02 84 the appointed on-responsible authority in business and industry' in modern industrial societies. Sam Lewisohn and Oliver Sheldon, both management thinkers, also criticized certain aspects of Taylor's work. Sheldon stressed the human aspects of managerial problems, whereas Lewisohn emphasized the maintenance of good human relations in an organization. The worker, according to Lewisohn, wanted justice, status and opportunity above everything else, and hence simply a rise in wages would not automatically lead to added efficiency. The general allegation that Taylor had neglected the human factor in management led to a series of psychological and sociological studies with special reference to these factors. The Hawthorne experiment (1927-32) and post-World War II researches in group dynamics and human relations in industry helped in establishing to a great extent that psychological and emotional factors were no less important than economic in explaining workers' behaviour and determining organizational output and efficiency. Thinkers like Oliver Sheldon, M.P. Follet, Elton Mayo criticizes Taylorism as a inhuman theory and self neutral. They thought that Taylorism did not emphasize the responsibilities and liberty of a worker. Few scholars of public administration express the view that Taylorism has denied the prospect of collective bargaining and the possibility of the loss of employment is feared in it. 4.4 Limitations & Disadvantages of Scientific Management Scientific Management suffers from some common disadvantages like Limitations of scientific management are as follows: Exploitative devices. The benefits of increased productivity were not shared with the workers, therefore there was no change in the economic condition of the workers. Depersonalised work. The workers were doing the same kind of work every day, which led to monotony Undemocratic: There was no rotation of work, challenging tasks were performed by a specific group of workers while others were burdened with routine work. Unrealistic: The scientific management theory focused mainly on the financial and physical needs of the workers, while ignoring the ego needs and social status of the workers. Requires huge capital: Setting up of work study, planning department and training of workers involves considerable amount of investment. Autocratic: It provides total control to the superiors in the way they manage the subordinates. which leads to dissatisfaction among workers. However, more specifically we may examine the specific disadvantages from three distinct points of view:

NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 85 Disadvantages of Scientific management from Employers point of view: Most of the employers are highly reluctant to adopt the principles of Scientific Management. They object the introduction of the principles of Scientific Management on the following grounds. 1. High Costs It is a costly affair A thorough overhauling of the existing plant and organizational structure is highly expensive. Time and motion studies as well as other improvements involve a heavy initial outlay of capital. 2. Unsuitable for Small Firms Since the introduction of Scientific Management involves huge expenditure, small firms cannot afford to adopt it. 3. Response from the workers The system can be successfully implemented only with the heart felt co-operation of the workers. If they fail to respond favourably. the system shall fail to bring the desired results. Disadvantages of Scientific Management from Employees point of view: The principal objections raised by the organized trade unions and the labour class are as follows: 1. Loss of Individual's Initiative The leading objection to Scientific Management that comes from workers is that it leads to excessive job standardization. Under Scientific Management. methods of work are all standardized and instructions are given to the workers by the foreman. The workers are supposed to perform the work in the same style and carry out the instructions given by the foreman. This tends to destroy the individual worker's initiative. renders their skill useless, makes their work monotonous and converts them into automatic machines. 2. Speeding up of Workers Scientific Management aims to speed up the workers, not consideration of their health and wellbeing. Mere speeding up of the workers without corresponding structural changes in the organization and working conditions shall not lead to higher output but create only harmful mental conditions in the workers. 3. Autocratic Control of Functional Bosses Another severe objection raised against the Scientific Management is that it is undemocratic in nature as it gives absolute control to the functional bosses and lessens the interest and responsibility of the workers. The workers ought to obey the orders and the instructions given by the superior or the foreman. 4. Creation of Unemployment The critics of scientific management also argue that scientific management creates unemployment and hits the workers hard as a consequence of the adoption of labour saving devices both in the machinery and in the arrangement of work. 5. Unfairness Another objection is that it tends to be unfair to the workers. A lion's share of the additional profit arising out of increased efficiency does not go to the workers but goes to the coffers of the employer. It is also stated that the introduction of Scientific Management, has the effect of lowering the wages of the workers. But it is not true because Taylor himself has proved with statistical data that workmen in

NSOU ● CC-PA-02 86 the scientifically managed companies received wages 35% higher than those doing the same job in other companies. 6. Monotony Separation of planning function from that of doing, and excessive specialization, reduces the work to a mere routine. It would create monotony. Monotony refers to a mental state of slackness, inefficiency and a loss of interest in the job. 7. Opposed by Trade Unions under Scientific Management, the dominant issues of wages and working conditions are scientifically determined. This aspect embraces the workers and tries to introduce ideal conditions of work. Such a thing will naturally upset the very basis of the trade union movement. 8. Absence of Non-financial Incentives Absence of non-financial incentives is another drawback of the Scientific Management. Non-financial incentives can do many things more than what financial incentives can do. Finally, it is also pertinent to understand the disadvantages of Scientific Management from the point of view of industrial psychologists: The objections raised by the industrial psychologists are mainly based on the human element involved in the management. They view that Taylor's principles are too impersonal and undermine the importance of the human factor. The following are the main objections raised by them: 1. Workers are human beings and cannot be standardized in the same way as machines and materials. Any attempt to standardize their activities will not result in a success. 2. The Scientific Management places emphasis on discovering the one best way of doing a work without considering the individual difference of the workers. Each human being has his own genius, abilities, style and mode. Hence, the best can be obtained only by giving scope to shape their carrier according to their carrier abilities and aptitudes. 3. Payment of wages on piece rate basis will make the workers disappointed, particularly the beginners and untrained workers. 4.5 Braverman's take on Scientific Management Braverman argued that Taylor's principles of scientific management can be better defined as 1. Dissociation of the labour process from the skills of the workers achieved through extreme division of labour. It put management in control of the work process and diminished the autonomy of workers. Additionally, it leads to deskilling that reduces the skills needed for a given product or service and/or can involve loss of skill as a result of failure to exercise them. Additionally, deskilled workers have little power as they can be easily replaced leads to worker alienation. 2. By separating conception and execution it created dehumanizing
NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 87 conditions by separating mental and manual labor. When workers are completely excluded from the process that governs their behavior, how can it be considered 'the science of work? Additionally, why does the work need to be studied by management and not by workers? Why not scientific workmanship rather than scientific management? Braverman argues that the only reason this is done is to establish management control and cheapen the worker's effort or labour. 3. Monopoly over knowledge to control each step of the labour process and its mode of execution. The rise of management has been systematically associated with rendering conscious the tendencies of capitalist production. This ensures that as the craft declined, the workers sink to a level of general and undifferentiated labour power, adaptable to a greater range of simple tasks, while the process knowledge is concentrated in the hands of management. Overall, scientific management resulted in a massive transfer of power to management from the workers, reduced the autonomy of workers, eroded working conditions, and threatened unemployment. Braverman argued that scientific management undermined cooperation between managers and workers. 4.6

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Conclusion The above discussion on scientific management shows that the Taylor's scientific management was responding to the problems of the early industrial organisations. Taylorism provided certain practical solutions to the problems of industries and they got benefited from scientific management. Taylor firmly believed that there is a best method" for doing any work. One has to find out the best method by systematic study of work. Taylor emphasised that the management has to take up equal responsibility for the work done in the organisation. He also emphasised that there is a need to select the right type of persons to perform the job and also train them in improving the performance. Apart from systemic study of the work, the standardisation of tools and procedures are necessary. There is also a need for complete understanding and cooperation between the worker and the management. They should instead of focusing on increase in the wages and profits; they should give importance to increase the production.

Harry Braverman, maybe, was one of the sharpest critics of Taylor. He provided systematic criticism of scientific management. First, Taylor made several assumptions about human behavior But his principles of scientific management only addressed and directed management intervention toward the systematic problem of ill-designed organizations and not the human condition. Braverman argued that "scientific management lacked the true characteristics of science. He argued that unlike true science, scientific management does not attempt to discover the causes of the antagonistic social relationship between the management and the worker.
NSOU ● CC-PA-02 88 Other criticism of scientific management includes a very a-social view of workers Scientific management treats workers as a mere instrument of production reducing them to a cog in a machine. Such an outlook represents a capitalist viewpoint rather than a human viewpoint. It does not investigate labour conditions but rather works on labour adaptability to the needs of capitalists. Taylor desired absolute control of the work process to dictate the precise manner in which work is to be performed. To this end, he pioneered a far greater division of labour than anyone else to establish the "work ethic. In another criticism of scientific management, scholars argue that the idea about a fair day's wage for a fair day's work is also ill-defined. In reality, a 'fair's day's work' was the maximum amount of work a person could do without collapsing. Why a fair day's work defined this way was never made clear One can argue that a fair day's work can be equated to the amount of labour necessary to add to the product a value equal to the worker's pay. But this is not how it is defined. Why? There can't be any profit under such conditions. Thus, there is nothing fair about this process making this phrase meaningless. A fair day's wage is defined as the minimum amount that could be paid to induce the worker to give the defined level of effort. 4.7 Summary ● The
critics considered that the scientific management helped more the owners of industries than the workers. ●

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Trade unions felt that Taylor was more interested in mechanical aspects of work and not much concerned about the total work situation. ●

According to Harry Braverman's

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analysis of Taylor's work enables us to three distinguish principles of scientific management. i) The principle of dissociation of labour process from the skill of the

worker. ii) The Principle of separation of conception from execution. iii)

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The Principle of use of monopoly over knowledge to control each step of labour process and its mode of execution. 4.8

Glossary Mental Revolution : It refers to the change in the attitude of management and workers towards one another from competition to Co-operation. Human Relations theory : It suggest that employee productivity and motivation can be increased through positive social bounds in the work place and acknowledgment of the worker as a unique individual. Taylorism : Scientific Management is a theory of management that analyzed and Synthesizes work flows. Its main objective is improving economic efficiency, especially labour productivity. Scientific Management is know as Taylorism. Trade Union : Trade union are organizations formed by workers from related fields that work for the common insert of its members.
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Fadia, B,L and Fadia, K (2019), Public Administration ; Administrative Theories, Sahitya Bhawan, New Delhi. 4.9 Model Questions ● Discuss the limitations of Scientific Management theory ? ● Discuss the criticisms of Taylor's Scientific Management theory. ● Explain Braverman's take on the Principles of Scientific Management. ● Discuss the vies Lewisohn and Sheldon on Taylorism.
NSOU ● CC-PA-02 90 Unit V Significance of Scien Ÿfic Management Theory Even though a lot of criticism, the significance of this theory can never be underestimated as it is the one that gave rise to the growth of management science and the theories that followed. Taylor was not totally against human relations as one can see he mentioned in one of his basic principles that there should be a 'mutual collaboration of workers and management' and many more. It helped managements in many organisations overcome worker issues in the US successfully and for the long term. That us why his ideas spread to all parts of the world and also to socialist countries like Russia. And it is also being followed in India even now. This shows its importance and relevance to organisations irrespective of the nature of economy. Taylor's theory brought a practical solution to the enormous problems of complex and growing organisations in the Industrial revolution peak and also lead to alleviate many problems of workers as well as management and also the issues between the both. 5.0 Structure 5.1 Objectives 5.2 Introduction 5.3 Significance of Scientific Management Theory 5.4 Importance of Scientific Management in Organisation 5.5 Criticism of Scientific Management 5.6 Conclusion 5.7 Summary 5.8 Glossary 5.9 Model Questions 5.10 References 5.1 Objectives ●

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To understand the importance of Scientific Management approach in the administrative theory. ● Understand the contribution of the Taylor forwards the Scientific Management approach. ●

To be able to critique Scientific Management. 5.2 Introduction
NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 91 The significance and importance of Scientific Management theory has became a great discourse in Public Administration. According to Sullivan, Taylor's work not only represented the beginning of the managerial era in industrial production but also signaled the end of the craft era in the United States. According to Taylor,

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Scientific Management primarily involves a complete 'mental revolution' on the part of the workers and management as to their duties, towards their

works and

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towards their fellow workers and towards all of their daily problems.

Without this scientific management does not exist. Basically Taylor's Scientific Management theory tried to remove the disorder and chaotic situation and thus it augmented the rise of industrial revolution. In many ways Taylor's concept has been relevant today. His framework for organization had its emphasis on clear delineation of authority, responsibility, separation of planning from operations, incentive schemes for workers, training of worker, promotion of working condition and task specialization. Instead of the rule of thumb method, he was in favour of greater autonomy for workers, who would decide the work methods among themselves and select their tools accordingly. Despite number of limitations Taylor's concept of Scientific Management highly influenced the management discourse in the following decades. From socialist country to capitalist country no one ignore the contribution of the Scientific Management. By 1913, V.I. Lenin wrote that the '' most widely discussed topic today in Europe, and to some extent in Russia, is the system of American engineer Frederick Taylor. In the erstwhile Soviet Union, Taylorism was advocated by Aleksei Gastev in (the movement for the scientific organization of labour). It founded faith in both V.I.Lenin and Leon Trotsky. Not only in Soviet Union in the 1950s, Scientific Management theory had impacted on the growth in East Germany. Taylorism was one of the first attempts to systematically treats management and process improvement as a scientific problem and Taylor is considered as the father of modern industrial engineering. All the fields of management as well as public administration never forget the contribution of F.W Taylor.

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Peter Drucker regarded Taylor as the creator of knowledge management, because the aim of scientific management was to produce knowledge about how to improve work

process. It is very clear to say that ,Scientific Management eventually resulted to evolve modern management. Taylor introduced science of problem solving in productivity maximisation. This drift from an ancient, rigid and adhoc system has gradually, been modified by involving Industrial psychology and Behavioural sciences. It paved the way to evolve contemporary management and performance measurement research. While retaining core concepts of Scientific Management, the contemporary high performance management system, reduces employee-owner status distinctions and prioritises the employee initiatives, 5.3 Significance of Scientific Management Theory

NSOU ● CC-PA-02 92 feedbacks to make them feel valuable and committed. Taylorism, has provided new insights into modern day project management of the booming era of science and technology helping, the individual within any organisation and rank to realise that, implications of human factor and its contribution together with systematic execution of processes is inevitable for output maximization. Significance of Scientific Management: Taylor's theory has the following positive attributes. 1. Better management. This theory gained wide popularity in the managerial world, inboth business and non-business organisations. It introduced better management through scientific methods such as work study, incentive plans, rest hours etc. 2. Optimum allocation of resources: Scientific management eliminates wasteful time and motions in performing various activities. It introduced time and motion studies to increase contribution to organisational goals. He discovered workers' true capacity and provided 'a fair day's work for a fair day's wage'. 3. Scientific approach. It emphasised on scientific selection, education and development of workers so that problem-solving is not based on random decision making. It advocated selection on the basis of job requirements. Selection of right person for the right job is the basis of this theory. Training methods are also scientifically designed to develop workers to perform the jobs they are best suited for. 4. Work specialisation: He identified planning and execution as two distinct jobs. People responsible for planning and execution belong to separate departments Instructions are given by foremen specialised in their areas. This results in smooth business operations. 5. Mental revolution: He advocated mental revolution on the part of both employers and employees. This revolution changed the attitude of management and workers towards their work. 6. Productivity: Better management and optimum allocation of resources result in high productivity, high profits and high wages. It, thus, improves economic performance of both management and workers. 7. Harmonious relationships: Since management and workers cooperate with each other, relationship between the two tends to be harmonious. It reduces interpersonal conflicts and promotes unity of action. 8. Improved standards of living: Improved profits and wages improve the living standards of managers and workers. 9. Industrial prosperity: High productivity, profits and wages promote industrial peace. This promotes industrial prosperity and image in international markets. 10. Incentive for high production: Rather than treating all workers at par, the theory rewards efficient workers (those who produce more than the standard output) by paying them a higher rate and lower rate to inefficient workers (those who produce less than the standard output). This motivates workers to increase efficiency in order

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NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 93 to make financial gains. 11. Job satisfaction: Scientific methods, order in the areas of production planning. analysis of costs, wage systems, rest pauses etc. are used to promote job satisfaction amongst workers. 5.4 Importance of Scientific Management in Organisation Most companies in the 21st century have adopted the use scientific management in their operations. A good example is the American fast food restaurant that is known worldwide because of its advanced management skills. In his book, Thomas (2007). quoted Ford as the author of the assembly line for car manufacturing This American company has adopted the management style by Ford who furthered Taylor's ideas. Ford said believed that the profitability of the business organization could be improved by having every employee working according to an assembly line. Ford implemented this in a car manufacturing industry after Taylor invented the idea of division of labour. Sigmund (2007) believes the American company has adopted a design for the various branches of the food chain in its operations. This style reduces the number of steps the employees would take to complete a certain duty. In his study on motion, Bell brought the idea of avoiding unnecessary tasks in the organization. This has been adopted by the American fast food restaurant in order to avoid wastage of time. Again, in this same organization Taylor's ideas have also been adopted. Taylor's main aim of scientific management was to ensure specialization and division of labour amongst the employees. The American fast foods restaurant uses this idea to create hamburger. In his article, Bell says this business organization simplified the hamburger in to a number of steps. This was done as follows; grilling the burger, put in lettuce and tomatoes add sauce then put into rolls and wrap. This has improved efficiency and as well creates specialization because every task required a different employee. Although scientific management has been of great significance in this restaurant, it has had some limitations. It limits the employees with advanced skills. This is because the skills are just wasted in the highly simplified job operations. This not only denies the opportunity for skill presentation but also their human rights as individuals. Scientific management has also been applied today in supermarkets. Supermarkets make use of Taylor's idea of division of labour and specialization to achieve their goals. This is because supermarkets employ different people due to the different tasks like stacking shelves, scanning products sold in supermarkets and handling of queries. Another area that uses scientific management is the centre for calls which initially used the rule of thumb. This was replaced by scientific management in order to make services from employees efficient and appropriate, as explained by Bell As discussed by Ritzer (2010), scientific management encourages control of the senior management to the employees. This

NSOU ● CC-PA-02 94 was used in these call centre's where the senior managers recorded the conversations of the employees hence this kept the employees under the control of their employers. Airport is another industry that has adopted the use of scientific management in its daily operations. A good example of this is in tagging with a barcode the luggage and bags as they are carried through sensors in the conveyor belt. This applies Ford's principle of the assembly line. This improves efficiency in the industry. Again, in car manufacturing industries, there is also application of the scientific management These industries make use of Ford's principle of assembly line. Car manufacturing industries like Toyota make use of this principle in making their products. The process is broken down to various steps. This increases efficiency and improves the quality of the products hence increasing productivity. Another organization using scientific management is the hospitals, which have a reception office. Some of the criticism of this theory are as follows: 1) Considered as pro capitalist, i.e. only favouring the rich and ruling class society and not the workers. 2) Trade unions criticised it as a theory to destroy collective bargaining with the ruling class by the workers for their benefits. 3) Very mechanical and thought of workers as nothing more than mere cogs in a wheel. Not humanistic as it only concerned itself with efficiency and production and managerial problems not the psychological and emotional problems of workers like the routine and monotony of their work and uncertainty of employment etc. Humanistic approach scholars advocated that workers also needed justice and status as well as opportunities and not just a rise in wages. 4) managers also opposed Taylor as they felt he was putting unnecessary burden on them and equating them with workers through his principles of equal division of work and responsibility and training for managers. 5) His opposers stated that he made the workers nothing more than robots who were dependent only on orders of management and were not to use their own heads from the experience and skills they had and doing the job physically he knew much more than management. 6) They opposed his idea of functional foremanship by saying that the worker would fail as he would not be able to please so many supervisors every time. 7) Psychologists stated that simply following rules makes workers depersonalised and they would develop a dislike to their work and this would lead to robotising of workers with no ideas of their own.

5.5 Criticism of Scientific Management Theory

NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 95 5.7 Summary ● Scientific Management theory is considered to be a major breakthrough in industrial management. ● F.W Taylor has been considered as the father of Scientific Management theory. Before Taylor's attempt few scholars and thinkers tried to implement scientific process in the field of industry and management, ● The major principles of Scientific Management theory are- (a) Standardization of work methods (b) Scientific selection and training of industrial workers (c) Equal division of work between workers and management (d) Mutual collaboration of workers and management. 5.6 Conclusion Even though it drew a lot of criticism, the significance of this theory can never be underestimated as it is the one that gave rise to the growth of management science and the theories that followed. Taylor was not totally against human relations as one can see he mentioned in one of his basic principles that there should be a' mutual collaboration of workers and management'(read it in detail above) and many more. It helped managements in many organisations overcome worker issues in the US successfully and for the long term. That us why his ideas spread to all parts of the world and also to socialist countries like Russia. And it is also being followed in India even now. This shows its importance and relevance to organisations irrespective of the nature of economy. Taylor's theory brought a practical solution to the enormous problems of complex and growing organisations in the Industrial revolution peak and also lead to alleviate many problems of workers as well as management and also the issues between the both. 5.8 Glossary ● Mental Revolution : It refer to the change in the attitude of the management and workers towards one another from competition to co-operation. ● Taylorism : Scientific management is a theory of management that analyzed and syntheses work flows. Its main objective is improving economic efficiency, especially labour productivity. Scientific management is know as Taylorism.
NSOU ● CC-PA-02 96 5.9 Model Questions 1. Discuss the objectives of Scientific Management theory. 2. What is the role of foremen in an industry, according to Taylor? 3. Why did Taylor gave importance on time and motion study in an industry? 4. Mention some limitations of Taylor's Scientific Management theory. 5. What is the significance of Taylor's Scientific Management theory in modern time? 6. Mention the major principles of Scientific Management theory, according to Taylor. 7. Mention the major objectives of Scientific Management theory. 8. Why is Taylor identified the father of Scientific Management theory? 1. What is Time and Motion study, according to Taylor? 2. Name two thinkers who tried to develop Scientific Management before Taylor. 3. Mention four qualities of a good foreman, according to Taylor. 4. What is meant by 'mental revolution' in Scientific Management. 5.10 Reference ● Bell, RL 2011, Teaching present-day employees the value of scientific management, Supervision, Vol. 72 Issue 7. P5 ●

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NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 97 1.0 Structure 1.1 Objectives 1.2 Introduction 1.3 Karl Marx on Bureaucracy 1.4 Bureaucracy in capitalist democratic state 1.5 Lenin on bureaucracy and his modification of Marxian connotation of bureaucracy 1.6
Conclusion 1.7 Summary 1.8 Glossary 1.9 Model Questions 1.10 References Unit-I Karl Marx's : Concep Ÿonali Ÿon of Bur eaucracy Theories of Bureaucracy 1.1
Objectives
After going through this unit the learners will be able to understand ● The

characteristics of bureaucracy identified by Karl Marx ● Marx's view on the role of bureaucracy in Capitalist Democratic State ● The significance of Marx's view on bureaucracy ● Lenin's modification of Marxian concept of bureaucracy 1.2 Introduction In common parlance, bureaucracy is a part of the executive organ of the government. It is an institution for achieving efficiency in governance. Bureaucracy is, in fact, a reservoir of facts, skill and expertise required for policy formulation and policy execution. Marx and his associate, Engels and other adhereing to classical Marxism in particular, however, had expressed a different view towards bureaucracy. The Marxian standpoint is based upon his praxis known as dialectical and historical matrerialism. According to this 'world outlook', the production relations of any particular society constitute the'base' of that society and upon the base is built the

entire range of 'superstructure'. This superstructure defends the society and ensures its endurance in the face of all crises arising particularly from the forces which are the victims but potential to reshape and change the existing society yielding qualitatively a new one in its place. Marx argues that 'normally' the superstructure does not have autonomy of its own apart from the interests, orientation and objectives of the base and the superstructure.

From his dialectical materialist approach to history Marx opines that bureaucracy is an important part of the state which is the principal part of the superstructure. In a class divided society, based on the institution of private property, bureaucracy is an apparatus of the state that exerts class exploitation and class domination in order to consolidate the power and the all–pervading authority of the state. This state is commited primarily to strengthen the system of the private ownership of the means of production and of exchange upon which is built the edifice of the institution of private property. In an exploitative class society, bureaucracy, as a constituent organ of the state, plays the role and performs the functions that are assigned by the state. The will, power and role of the state, Marx argues, are reflected in and materialized by the bureaucracy. Deeply observing the nature and style of functioning of bureaucracy in Prussia, Marx held the view that bureaucracy is the epitome of knowledge that justifies class domination. Bureaucratic phenomenon rationalizes the status quo in a class divided society and resists change in the economic structure and in the sphere of politics. In modern capitalist state, bureaucracy as part of the superstructure, serves the interest of the modern capitalist class. Marx held the view that with the abolition of the capitalist state after the successful socialst revolution and after attainment of developed socialist society bureaucracy will cease to exist and the people themselves will guide themselves for their development and for their ever expanding freedom. Like Marx, Lenin also believes that bureaucracy in modern bourgeois state works as a machine used by the bourgeoisie to exploit the common people. But as a state executive responsible to build socialism in (the erstwhile) Soviet Union, Lenin could not altogether deny the importance of the existence of bureaucracy. He, however, sought to use this machine for the development of the prolaterian state and to expand the scope of people's participation in the sphere of making and executing socialist policies, thereby hindering the growth of bureaucratization in the Soviet state. 1.3 Karl Marx on Bureaucracy The term bureaucracy was coined just before the French Revolution of 1789. Jean Claude Marie Vincent de Gournay proclaimed that there was an illness in France which could be identified as 'bureaumania'. The strong protagonist of

bureaucracy was Max Weber presented a systematic theory of bureaucracy; according to him the ideal of bureaucracy was a means for achieving maximum efficiency. In the Eighteenth Broumaire of Louis Bonaparte, Marx said, 'the executive power with its

enormous bureaucratic and military organization, with its ingenious state machinery, embracing wide strata, with a host of officials numbering half a million, besides an army of another half a million, this appalling parasite body, which enmeshes the body of French society like a net and chokes all its pores, sprang up in the days of absolute monarchy'.

Marx viewed bureaucracy not as a mode of administration but an aparatus of class exploitation. According to Marx, bureaucracy never operates in the interest of the ordinary people; rather it is used to oppress them in the vested interest of the economically dominant class, so as to secure their own narrow self interest and to move fast upward in the career ladder. Throughout the civilised world the teachings of Marx evoke the utmost hostility and hatred of all bourgeois science (both official and liberal), which regards Marxism as a kind of "pernicious sect". And no other attitude is to be expected, for there can be no "impartial" social science in a society based on class struggle. In one way or another, all official and liberal science defends wage-slavery, whereas Marxism has declared relentless war on that slavery. To expect science to be impartial in a wage-slave society is as foolishly naïve as to expect impartiality from manufacturers on the question of whether workers' wages ought not to be increased by decreasing the profits of capital. The genius of Marx consists precisely in his having furnished answers to questions already raised by the foremost minds of mankind. His doctrine emerged as the direct and immediate continuation of the teachings of the greatest representatives of philosophy, political economy and socialism. The Marxist doctrine is omnipotent because it is true. It is comprehensive and harmonious, and provides men with an integral world outlook irreconcilable with any form of superstition, reaction, or defense of bourgeois oppression. It is the legitimate successor to the best that man produced in the nineteenth century, as represented by German philosophy, English political economy and French socialism. Inherent philosophy of Marxism is materialism. At the end of the eighteenth century, Europe witnessed a vibrant struggle which was mounted against every kind of medieval narrowness, against feudal institutions and ideas and this was best exhibited through the revolution of eighteenth century France. Materialism could prove itself to be the only consistent philosophy conducive to the growth of democratic values and perceptions during this period of turmoil. Marx and Engels defended philosophical materialism in the most determined manner and profoundly explained that materialism could be the basis of modern state theories. Their views were most clearly expounded in the works of Engels, Ludwig Feuerbach and Anti- Dühring, which, like the Communist Manifesto, are handbooks for every class-

conscious analyst. Marx enriched his thoughts in the light of German classical philosophy; he was indebted to Hegel's thought on dialectics, as well as to the perspective of materialism as conceived by Feuerbach. His historical materialism was imbibed in scientific thinking. Views on history and politics became strikingly integral and harmonious and the scientific theory of capitalism, upheld a different mode of analysis. The economic structure was conceived as a structure on which the political superstructure, i.e., the political institutions, was supposed to erect its edifice. The state apparatus was meant to serve the interests of the economically dominant class. Marx explained that political institutions were designed and used to strengthen the domination of the bourgeoisie over the proletariat. Marx's principal work, Capital, was devoted to a study of the modern, i.e., capitalist economic system. The doctrine of surplus-value was the basic foundation of Marx's economic and political theory. In 1843, on the basis of the above stated premises, Karl Marx theorized about the role and function of bureaucracy
in his Critique of Hegel's Philosophy of Right. In
Philosophy of Right, Hegel highlighted and glorified the role of specialized officials in public administration, although he never used the term "bureaucracy" himself. Hegel gave an empirical description of the bureaucracy. Hegel proceeded from the presuppositon of the corporations; Hegel never developed any systematic or integated content on bureaucracy, but presented some general indications of its formal organisation. Karl Marx contended about the state formalism of civil society. According to Marx, the state's consciousness, will,
power, and the
state's role as a corporation are materialised by bureaucracy. Thus to him bureaucracy was a particular, closed society within the state. Bureaucracy, according to Marx, effectively represented state's interest and the particular private aim, which in turn could convert state's interest into particular private goal as brought into forth by the economically dominant capitalist class. Ultimately it reduced the corporation to mere appearance, or at least took every possible attempt to do so, with an aim to maintain status quo; thus bureaucracy as the manifestation of state formalism was criticised by Marx and by the followers of Marxism. Bureaucratic hierarchy is actually a hierarchy of knowledge.
The mind of the bureaucracy is the formal mind or the real mindlessness of the state. It is, therefore, a categorical imperative, which induees bureaucracy to assert itself as the final end of the state. The formal aims of the bureaucracy come into conflict everywhere with the real aims.
The aims of the state then are transformed into aims of bureaus, or the
vice versa. Thus

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bureaucracy is a circle from which no one can escape.
The bureaucracy is taken as
the being
of the state, the spiritual being of society; it is its private
property.
The general spirit of the bureaucracy is its secrecy, mystery of delicate performance as the possession of state, preserved inwardly work mode, which it performs by means of the hierarchy, though externally bureaucracy
NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 101 functions as a closed corporation. Treasure of knowledge possessed by bureaucracy gives it authority, which it retains by the means of passive obedience, loyalty in authority, the mechanism of formalistic behaviour, allegiance to existing fixed principles, conceptions and traditions. In course of time bureaucracy turns this spiritualism into crass materialism; for the individual, the end of the state becomes his private end which he nurtures for pursuit of higher posts in career ladder. This notion about bureaucracy was criticised by Marx. According to Marx, bureaucracy helps concentrating the ownership of surplus in the hands of the capitalist class and is interested in retaining the existing exploitative capitalist system for its own vested interest and career aspirations. Marx argued that bureaucracy uses
the state apparatus to maintain the status quo in class divided society, and
functions in the interest of the dominant capitalist ruling class, which in turn helps retaining and extending its own narrow vested interest. Marx thus was critical about the role of bureaucracy. Marx felt that "The corporation is civil society's attempt to become state; but the bureaucracy is the state which has really made itself into civil society." Karl Marx concentrated on three basic concepts: i. the development of capitalism, ii. the magnitude or extent of its exploitation of working class and iii. the emancipation of working class While doing this, Marx focused almost on all the major economic, political and sociological issues. In course of
the
analysis, he strongly criticised the concept of bureaucracy, in terms of its role and function in sustenance of bourgeois economy, bourgeois polity and bourgeois society as a collectively designed mechanism of exploitation of the weaker class. Marx did not develop a comprehensive theory of bureaucracy like Weber. In course of his studies in some major capitalist countries of Western Europe regarding functioning of the state in those countries, he noted that bureaucracy, to the capitalists, was
not simply a mode of public administration but also an instrument of
exploitation of the working class. To Marx, the state is simply "the executive committee of the ruling class." Sometimes, however, he characterized the state itself as the exploiting agent.
In the Manifesto of Communist Party Marx and Engels wrote: "The executive of the modern state is a committee for making the common affairs of the
whole bourgeoisie". There was no direct reference to the concept of bureaucracy in this respect, but Marx and Engels observed that in a bourgeois state the army, police, bureaucracy, clergy and legislature were meant for serving the interests of the modern
capitalist state; the executive power was vested in the hands of a group of administrators,
namely the bureaucrats and these persons represented the interests of the economically dominant capitalist class. Bureaucracy devoted itself for securing the interest of the existing class rule and simultaneously the capitalist class used it to establish its dominance and supremacy in all sections of society and state.
NSOU ● CC-PA-02 102 According to Marx, the bureaucracy always regarded itself as the custodian or in other term, private owner of public resources, taking every possible effort to conserve a substantial degree of control over these resources and for using them for their own purpose. Marx never considered bureaucracy as neutral and as indispensable part of administration; contrarily he held that bureaucrats flag the political color of bourgeoisie. As conceived by Marx, 'bureaucracy constitutes an
imaginary state beside the real state and is the spiritualism of the state.
Thus every object has a dual meaning, a real and
a bureaucratic one, just as knowledge is dual, a real and a bureaucratic. Bureaucracy holds in its possession
the
essence of the state, the spiritual essence of society, it is its private
property.

The principle of its knowledge is therefore authority, and its mentality is the idolatry of authority. But within bureaucracy the spiritualism turns into a crass materialism, the materialism of passive obedience, faith in authority, the mechanism of fixed and formal behavior, fixed principles, attitudes, traditions. As far as the individual bureaucrat is concerned, the aim of the state becomes its private aim, in the form of a race for higher posts, of careerism [Critique of Hegel's Philosophy of Right (1843) Karl Marx: Selected Works, p. 31]. According to Marx, bureaucrats are the conservative allies of existing economic and social elites and they devote themselves for protecting the existing social and economic structures of society for their own class interests. Marx believed that
the rise of bureaucracy was closely associated with the rise of state. "
The aims of the state are transformed into the aims of the bureaucracy and the aims of the bureaucracy into the aims of the state.
Its hierarchy
is a hierarchy of knowledge. The apex entrusts the lower circles with the insight into the individual while the lower circles leave insight into the universal to the apex,
so they deceive each other reciprocally". He concluded that bureaucracy would disappear with the disappearance of the state, i.e., its withering away. If the modern state wished to do away with the impotence of its administration, it would have to do away with the contemporary private sphere for it only exists in contrast to the private sphere. While drawing an image on future communist society Marx distinctly mentioned that purification of the political facets of public power would be possible with the abolition of its bureaucratic element. He strongly criticized Hegel's view on bureaucracy as a mediator between the state and the civil society and saw the solution of the problem in the abolition of bureaucracy along with the abolition of the state itself, which to Marx was obvious in a classless society.
Marx
formed his theory of bureaucracy on the basis of his personal experience of the malfunctioning of the state administration.
He
observed that Louis Bonaparte was gradually accumulating more and more dictatorial power
with the help of
bureaucracy and military. Particularly the former helped to make and execute laws and to strengthen the base of despotism,
even making the legislature and other organs of the government crippled. The bureaucracy became rather an
NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 103 indispensable part of Bonaparte's administration and despotism. He
observed that in France and several other states of Europe the entire state administration was run by the bureaucrats and these state officers
were dictated by the king or any type of dictator.
The bureaucracy was so common in his time that he very frequently used the phrase bureaucratic phenomenon, by which he hinted that the entire administration was under the full control of few officers known as bureaucrats. Following the Industrial Revolution and consequent changes in the political, economic and social structures of society, state bureaucracy established its inevitability everywhere. Even in parliamentary system there was great need for state bureaucracy. In Marx's Eighteenth Brumaire of Louis Bonaparte it was being stated that in France there was an enormous bureaucratic and military organisation; in France, bureaucracy was only the means of preparing and sustaining the class rule of the bourgeoisie. Marx treated bureaucracy as an instrument of ruling class—the most powerful class of society. He deduced the notion of bureaucracy from the bureaucratic relationship existing between the power-holding institutions and
the social groups subordinated to them. According to Marx, the bureaucracy is an "appalling parasitic body". He also called it dreadful parasitic substance. He vehemently criticised the bureaucratic system of all capitalist structures of his time.
The bureaucratic system that prevailed in the contemporary states was not neutral at all,

but as a powerful instrument of class rule and class exploitation, which was inseparable part of the state system with all monopoly of public resourses. In explaining 'the history of all the hitherto existing class societies' with a materialist perception Marx tried to show that the idea of bureaucracy emerged from the womb of capitalism. To him, neither in primitive and slave societies, nor in the feudal societies, there was any trace of bureaucracy. According to Marx and Engels, the emergence of the capitalist state and rise of bureaucracy are, in fact, inseparable from each other, as the capitalists in their attempts to safeguard its objective of profit maximization subsequently found it convenient to construct an apparatus that would help them exploiting their absolute rights over material and human property and wealth. Bureaucracy, in Marx's opinion,
helped the bourgeois state in its activities of exploiting the working class.
According to Marx, in course of development, with the abolition of class distinctions and with the concentration of production in the hands of a vast association of the whole nation, the public power would have no option but to lose its political character; hereafter, it would not be designated as the organised power of one class for oppressing the other. He held that in such a situation bureaucracy would disappear, as the unproductive class of rulers.
NSOU ● CC-PA-02 104 1.4
Bureaucracy in capitalist democratic state Ralph Miliband, a noted Marxist thinker,
in his The State in Capitalist Society: The Analysis of Western System of Power (1969)
while analysing bureaucracy (the Servants of the State) and its role in advanced capitalism,
said that the political leaders of advanced capitalism have clear party colour, whereas the bureaucrats
have no such colour—they are neutral or are supposed to be neutral. Actually the top leaders of the party, after coming to power, recruit and depute their own men in important posts; still these bureaucrats are expected to be politically neutral and to be loyal to the chairs in the ministry, irrespective of the colour of the party in power; their exclusive concern is to fulfil the purpose of the state administration under the direction of their political masters; but in performing their administrative functions in an impartial manner, neutrality is the major motto and challenge for these bureaucrats. Miliband contended this generalised notion regarding the myth of neutrality of bureaucrats in capitalist countries. According to Miliband these bureaucrats are the indispensable parts of administration as they play a crucial part in the process of governmental decision-making and as a trained and effective force take part in the configuration of political power in their respective societies. Though they are bound to carry the orders of their political masters, they make this political colour to be in tune with running trends of politics. Bureaucrats come from a particular ladder of the society, mostly upper ladder and therefore naturally prefer to maintain status quo, so that their authoritarian position in the social stratification remains unaltered. Thus, politically though they claim to be neutral at least in policy implementing affairs, their neutrality may be placed beneath the scanner of doubt. These bureaucrats mostly come from the power elite groups, either political or socio-economic; most of them hail from policy making elite groups or at least from upper layer of academic strata and mostly are the the students of top academic institutions, bearing an upper class stigma. Their grooming and socialization are in tune with existing capitalist socio-economic and political system; they have their own political ideas and inclination and family background that come in the way of their supposedly neutral role. Consequently, whenever a government decides to introduce “reforms” for the general benefit of the mass, these civil servants often fail to come out from their conservative values. Their conservatism and their own orthodox values and vested class interest come in the way of their impersonality and impartiality; their intentional or unintentional alliance with the existing economic and social elitism and nexus with political power blocs help retaining and maintaining the existing social and economic structures of society. In most of the cases
the civil servants are the protectors and propagators of private capitalism and
the advancement of globalisation has added additional
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importance to its role. Ralph Miliband has
said that bureaucracy is a great supporter of corporate capitalism
and especially
after the World War II a close nexus has developed between top civil servants and corporate capitalism.

There is a nexus between the bureaucrats and politicians; bureaucrats play a crucial role in implementation of policy as well as in policy framing, thus often intervene in the functional domain of a democratically elected government. On behalf of the politicians the top bureaucrats interact and even negotiate with the magnates of private capitalism. This job is also done by the top bureaucrats. Miliband noticed that 'the world of administration' and 'the world of large scale enterprise' are now increasingly linked in terms of an almost interchanging personnel and this has become more obvious in the post industrial era or better to say in the advanced stage of globalization. This type of interchangeability between top civil servants and important leaders of corporate or private capitalism has created obstruction in the path of non-political identity of bureaucracy. Bureaucratic neutrality has become buzzword, according to the Marxist critiques. Marx, bureaucracy is nothing but a machine used by the bourgeois class to exploit the proletariat class. 1.5 Lenin on bureaucracy and his modification of Marxian connotation of bureaucracy The October Revolution ruthlessly had overthrown the old Tsarist state, but it left behind the conditions of chronic economic and cultural backwardness. Engels explained that in every capitalist society art, science and government are in the exclusive possession of a privileged minority and this minority always uses and abuses its positions in its own interests; the vast majority of the people in these societies are forced to toil for long hours in industry and agriculture for the bare necessities of life . After the revolution, in a condition of ruined economy, the workers were required to render more service, to work for a longer period of time, not for minority privileged, but for the mass, for the nation.Under the circumstances, in tune with Trotsky, Lenin proposed the New Economic Policy (NEP), which essentially suggested that the peasants must be convinced to voluntarily increase their production and also for consolidating the worker-peasant alliance. By 1921-1922, the situation was quite distinctive for a society wishing to build socialism under a working class leadership. In this context
Lenin in his The State and Revolution (1918) elaborately discussed bureaucracy. Like Marx and Engels, Lenin believed that bureaucracy was
a machine
used by the bourgeoisie to exploit the common people, particularly the working class. But
to him in this affair both the bureaucracy and the military help bourgeois rulers to exploit the proletariat. But according to him each of these instruments is essential and indespensible for proletarian rule also; however he suggested that they must be utilised to satisfy proletarian interests. Instead of destroying the bureaucratic system from its root,
NSOU ● CC-PA-02 106 1.6 Conclusion
The term bureaucracy was coined by Jean Claude Marie Vincent de Gournay to denote a negative role of government officials. Max Weber presented a systematic theory of bureaucracy. In the Eighteenth Broumaire of Louis Bonaparte, Marx said, this bureaucracy is an appalling parasite body. Marx viewed bureaucracy not as a mode of administration but an aparatus of class exploitation. In Philosophy of Right, Hegel highlighted and glorified the role of specialized officials in public administration. In a critique, Marx said that bureaucracy effectively represented state's interest and the particular private aim, the economically dominant capitalist class. Bureaucratic hierarchy is actually a hierarchy of knowledge. The bureaucracy asserts itself as the final end of the state. He strongly criticized Hegel's view on bureaucracy as a mediator between the state and the civil society and saw the solution of the problem in the abolition of bureaucracy along with the abolition of the state itself. Marx and Engels observed that the emergence of the capitalist
state and rise of bureaucracy are inseparable from each other
and together they operate to safeguard its objective of profit maximization. Ralph Miliband
said that the political leaders of advanced capitalism have clear party colour
and to be politically neutral, is a major challenge for the bureaucrats, as often they are the recruits of the ruling party. Social origin of these bureaucrats influences their role. According to Miliband, there is a nexus between the bureaucrats and politicians. Lenin believed that bureaucracy was a machine
used by the bourgeoisie to exploit the common people, particularly the working class. But
to him each of these instruments is essential and indespensible for running the state by the proletariat. Lenin favoured to use.
Lenin favoured to use them for the development of the proletarian state, though Marx contended
that both bureaucracy and military are the arms of capitalist government and the chief aim of the revolutionaries would be to smash it.
Marx proposed this in the context of the French Revolution. In the same tune Lenin in his The State and Revolution said that the real aim of all revolutionaries would be to smash or destroy the military and bureaucratic alliance

prevailing in the present form to restrain them from exploiting the working class. Lenin characterised the bureaucracy as a parasitic, bourgeois growth on the workers' state, and an expression of the petty-bourgeois outlook which penetrated the state and even the Party.
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bureaucracy is an important part of the state which is the principle part of the superstructure. ●
Marx viewed bureaucracy not as a mode of administration nut an aparatus of class exploitation. ●
Marx concentrated on three basic concepts: i) The development of capitalism, ii) The magnitude or extent of its exploitation of working class. iii) The emancipation of working class. ●
Marx
formed his theory of bureaucracy on the basis of his personal experience of the malfunctioning of the state administration. 1.8
Glossary Class exploitation, State formalism, Social stratification, Profit maximisation, corporate capitalism. Class exploitation : A distribute injustice arising from asset inequalities, with no reference to notions of power or dominance. State formalism : It is the State's Consciousness, the states will, the state power, as a corporation. Social Stratification : It refer to a Society's categorization of its people into groups based on Socio-economic factors like Wealth, Income, Race, Education, Ethnicity, Gender, Occupation, Social status or derived power. Profit Maximisation : It is the short run or long run process by which a firm may determine the price, input and output level that lead to the higest profit. Corporate Capitalism : It is a capitalist market place characterized by the dominance of hierarchical and bureaucratic corporation.
NSOU ● CC-PA-02 108 1.9
Model questions ● What, according to Karl Marx, led to the rise of bureaucracy? ● How did Marx develop his theoretical construct
of bureaucracy? ● Discuss the
Marxian idea on the nature and essence of bureaucracy. ● Critically examine the context and essence of the difference between the Marxian and Leninist views on bureaucracy. ● Write an essay on the relevance of the Marxian idea of bureaucracy in modern society. 1.10
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NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 109 2.0 Structure 2.1 Objectives 2.2 Introduction 2.3 Emergence and role of bureaucracy : Marxian contentions 2.4 Critical assessment of the Marxist notion of bureaucracy 2.5
Conclusion 2.6 Summary 2.7 Glossary 2.8 Model Questions 2.9 References Unit-II Cri Ÿque
of the Marxist Theory of Bureaucracy 2.1 Objectives After reading this unit the learners will understand ● the context of the Marxist analysis of bureaucracy ● the value and significance of the Marxian contention regarding the role of bureaucracy ● the points of criticism against Marxian assumption on bureaucracy 2.2 Introduction Bureaucracy is an organ of government which is an instrument of state. In a class divided society and state based on class exploitation and class domination bureaucracy is used to accumulate more and more power for the rulers of the state, who work in the interest of the dominant economic class. Historically, the rise of the bureaucracy is closely associated with the rise of the state.

But modern bureaucracy is an outgrowth of the development of nation state as well as capitalism. In capitalist state, bureaucracy is constituted by the officials at the upper echelon of administration. These officials are appointed by the state and they are loyal to the state which, as the principal part of the superstructure, preserves, protects and defends the existing mode of production. Under capitalism, the officials constituting bureaucracy use to control and exploit the workers on behalf of the capitalists who establish overwhelming control over the economic
NSOU ● CC-PA-02 110
structure of the society and pervading domination over politics in collaboration with the ruling class of the state. Marx is of opinion that state is not an universal organization. It is not an organic part of human society. It is developed with the development of private ownership of the means of production and of class division in society. Both these the private ownership of the means of production and the class division are the logical corollaries of the institution of private property. Marx argues that with the abolition of this institution of private property under the formidable pressure of the socialist forces, the state will wither away. And with this withering away of the state, bureaucracy, as an organic part of it, will cease to exist. Following the essence of the Marxist connotation on bureaucracy, it is argued that bureaucracy is a parasite body of society. In a class divided society, it is essentially a social class associated with the capitalists and the political elites who control the economy and rules the state either singly or on the basis of partnership. Bureaucracy is anti-people in orientation and it retards the process of participation of the people in and their inclusion into the sphere of administration of state. It, thus, alienates people from the affairs of the state. In underdeveloped and developing society, where democratic constituents or the democratic entities like press and civil society etc. are weak and lack integrity, bureaucracy tends to become irresponsive and plays an irresponsible public role and helps degenerate and turn a legal and constitutional democracy into a bureaucratic state. Marx had criticized the class character and class content of bureaucracy. He advocated its abolition in future society to be evolved out of socialist revolution. But the fact that follows is that neither in the former Soviet Union nor in the People's Republic in China, both
of which
evolved out of socialist revolution, bureaucracy had/has not been obliterated, rather it had/has acquired a phenomenal strength and power in every sphere of both public and private life. The socialist state and their all organs are overburdened with pervasive bureaucratic phenomenon and the functions of the respective communist party considered as the vanguard of the working class, is overshadowed by the overwhelming growth of bureaucracy. The critics of the Marxist contention of bureaucracy express the view that Marx had no particular scheme for removing the dysfunction of bureaucracy. Nor did he offer any alternative pattern of administration which is absolutely compatible to one satisfying the needs and requirements of the disadvantaged, underprivileged and the marginal. Almost everywhere the political masters are increasingly becoming devoid of mastery over the knowledge, skill and expertise relevant to modern statecraft and this tendency is responsible for the incessant growth of bureaucracy.
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Emergence and Role of Bureaucracy: Marxian Contentions Marx pointed out that bureaucracy arose with capitalism and the nation state in Western Europe around the sixteenth century. The concentration of wealth and power in the hands of merchant capitalists and absolute monarchs led to the need of an instrument for the management of wealth and the exercise of power. This instrument was the bureaucracy. With its help capitalists competed accumulated all the power of state in their hands. In medieval society trade was local. The invention of steamships made it possible to trade with distant places. The merchant adventurers, who had to go to
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distant places needed to be insured by state power. This need of far-flung trade gave rise to the nation state. The rulers had to centralise the power of the state through unified state crafts, instead of decentralized administration of the feudal era. This could not be done except through a large number of officials. These officials constituted the bureaucracy. Hence the bureaucracy was associated with capitalism and the nation state. According to Marx, value is produced by human labour. Workers receive only a portion of the value produced by them in the form of wages. The other portion, which is retained by the capitalists, is constituted through their exploitation. Hence exp1oitation, which can be measured in this way, is always present in capitalist relations of production. The huge profits of capitalists are derived from the exploitation of a large number of workers. A capitalist cannot manage so many workers alone. He has to employ managers for this purpose. These managers, and officials associated with them, constitute the bureaucracy. Hence, according to Marx, bureaucracy consists of officials who control the workers on behalf of the owners or rulers. Its function is to get wealth out of the workers' effort to build wealth under the exploitative system of capitalism. Marx held that the governmental bureaucracy would have a similar function in regard to workers employed by the government. Large numbers of workers are employed by the government in non-industrial occupations also, such as postmen, nurses, teachers, mechanics, and so on, placed in a horizontal positions or in hierarchical layers. This workforce or wage laboureres include engineers, doctors, teachers, architects and scientists etc. who are also involved in productive activity. The bureaucracy keeps control over all of them on behalf of the government, politically elected rulers, coming from or backed by the capitalist class. Thus, for example, members of the Indian Administrative Service and also those of State Administrative Services advise ministers and in consultation with them, direct, supervise and control the workers involved in productive activity. Another function of the governmental bureaucracy is to help in maintaining capitalist relations of production in the wider society. The government bureaucracy implements labour laws so as to keep the wheels of industry moving and maintain

NSOU ● CC-PA-02 112 the profits of the capitalists. Thus the governmental bureaucracy performs the important function of maintaining, nurturing and developing capitalism. According to Marx, the path to socialism lies mostly through capitalism. Hence, while on the one hand the development of capitalism accentuates exploitation, on the other hand it prepares the way to socialism. Marx held that if capitalism and the nation state could be superseded bureaucracy would also become obsolete. The emergence and growth of bureaucracy, the controversial role of this non-political officialdom, with the growth of capitalist state systems have been the subjects of considerable discussion among social scientists. Conventional protagonists of bourgeois socio-political system argue that bureaucratic hierarchies are indispensible in modern societies. The book in which the observation of Marx and Engles is most comprehensively presented is Marx and Engels: Collected Works.The Selected Works of Marx and Engels also narrated some basic views regarding State and its bureaucracy. Marx's criticisms of the state and its bureaucracy are scattered throughout his prolific writings. However, his most articulate position on bureaucracy is found in Contribution to the Critique of Hegel's Philosophy of Right (in Collected Works, vol.3) The Civil War in France, The Eighteenth Brumaire of Louis Bonarparte, and The Class Struggle in France are some of the literary contributions where Marx outlined his revolutionary views on the bureaucracy and the state and provided justification for their elimination.

According to Marx, the rise of bureaucracy is closely associated with the rise of state and Marx and Engels
had thrown light on this issue in The German Ideology, where they narrated that as a class,
the bourgeoisie is forced to organise itself no longer locally, but nationally, and to give a general form to its average interests. Through the emancipation of private property from the community the state has become a separate entity, alongside and outside civil society, but it is nothing more than the form of organisation which the bourgeois are compelled to adopt, both for internal and external purposes, for the mutual guarantee of their property and interest.
Marx in The Eighteenth Brumaire of Louis Bonaparte
acclaimed that the executive power with its enormous bureaucratic and military organisation, with its ingenious state machinery emerged as a support system to protect the interest and private property of the bourgeoisie. However, Marx criticised bureaucracy as an appalling
parasite body, which 'enmeshes the body of French society like a net and chokes all its pores, sprang up in the days of absolute monarchy.' From these
observations it is now clear what Marx actually thought about bureaucracy and felt that the rise of bureaucracy and growth of bourgeoisie were inextricably connected. He concluded that
bureaucracy was not simply a mode of administration but an instrument of exploitation.
Marx

formed his theory of bureaucracy on the basis of his personal experience of the malfunctioning of the state administration. He deduces the notion of bureaucracy from the bureaucratic relationship existing between the power-
NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 113 holding institutions and the social groups subordinated to them. To a greater extent, Engels helped to expand the negative notion of bureaucracy in his The Origin of the Family, Private Property and the State. Lenin's State and Revolution echoed many of the Marxist themes of bureaucratic organization: its use as an instrument of class domination, as a bourgeois apparatus, and the withering away of the state. Marx's conception of the bureaucracy represents its alienated character standing above society, alienated from society and working in favour of economically dominant class. The characteristic detachment in official relationship to the mass of the people makes bureaucracy undesirable and self-destructive. In the course of functioning as the instrument of maintaining status quo, Marx noted that the bureaucracy acquires power of its own and gets alienated from the rest of the society. Ministers are busy with political affairs and have to depend upon the bureaucracy 'for information and advice. Thus, the bureaucracy comes to serve an important role in policy formulation also. If unions and association of the people, and political parties are weak, they are unable to communicate the needs and grievances of the people to the government, i.e., in a situation of political underdevelopment, the bureaucracy becomes the main channel of communication between the government and the people and whatever be their role, positive or negative, in a weak democracy they are the only instrument for running the business of the state. In developed countries also there is no alternative mechanism for implementation of public policies, which Lenin realized as a practical administrator. Marx also attacked incompetence in the bureaucracy. Under the existing circumstances, the bureaucracy identifies the interest of the state and its own private goals as identical. Political power is used to safeguard the economic power of the propertied class. According to Marx,
as the coercive and repressive functions of the bureaucracy become more prominent, the intensity of class conflict increases and with it the possibility of revolution gets momentum. Therefore, according to Marx and Engels, the abolition of the state involves three steps: the overthrow of the bourgeois state by revolution, the establishment of the dictatorship of the proletariat and the "withering away" of the
bureaucracy. 2.4 Critical Assessment of Marxist Notion of Bureaucracy Marx hardly wrote anything
explicitly on bureaucracy. But in Critique of Hegel's Philosophy of Right (1844), The German Ideology, Civil War in France and in some other writings Marx expressed his views on bureaucracy and examined its role in the capitalist system.
He
deduced the notion of bureaucracy from the bureaucratic relationship existing between the power-holding institutions and
the social groups subordinated to them. In course of expressing his concern about
the development of capitalism, the magnitude of its ruthless exploitation of working
NSOU ● CC-PA-02 114 class and the emancipation of working class, he
covered almost all the major issues of economics, politics and sociology, amongst which bureaucracy found its place as a condemned parasitic body. Marx viewed bureaucracy as a class with particular vested interests, based on property relations. He considered bureaucracy a part of state mechanism and
on the basis of his personal experience of the malfunctioning of the
state administration
he attacked the so called characteristics of bureaucracy such as superior knowledge, merit principle, rule mindedness, impartiality etc.
It is important to note that the foregoing analysis is based on the writings of the young Marx of 1843, with his theory of historical materialism not yet fully developed. Marx then allowed the bureaucracy more autonomy than he did later. The significance of Marx's analysis of bureaucracy lies in his insistence that bureaucratic structures do not automatically reflect prevailing social power relations
but pervert and disfigure them. Bureaucracy is thus the image of prevailing social power distorted by its claim
of universality. In his manuscript for the fourth volume of 'Capital' Marx approached the role of bureaucracy from the economic side, which was criticized by the anti-Marxist thinkers and was modified by Marxist thinkers. But Marx could not provide
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clear ideological framework to reform or remove the bourgeois bureaucracy. He seemed confused regarding formation of an administrative set up in a socialist state. The classical Marxist discussion of the labour bureaucracy began as an attempt to explain the growth of reformism within the mass socialist parties of the early twentieth century. The leaders of the revolutionary left-wing of European socialism criticized the theory and practice of the mainstream of social-democracy. After the practical revolutionary success of the Bolsheviks, Marxist discussions of the labour bureaucracy became more relevant.

Lenin took the responsibility to explain how the bureaucracy can be dismantled or reformed to suit the requirements of social democracy. Lenin insisted for regulation and discipline. Rosa Luxemburg went to the extent of criticising Lenin for enslaving the labour moment to the bureaucracy. Karl Kautsky suggested
acceptance of
the inevitability of bureaucracy and to reorganise it in the interest of workers. Lenin answered his critics and espoused his views on bureaucracy in his book "The State and the Revolution" (1917), wherein he expressed the need to dismantle the old state bureaucracy and advocated the rule of the proletariat with strong central control till the withering away of the state. He also advocated
the
continuation of representative institutions. There would be officials, he stated, but not bureaucrats.

In reality what Lenin visualised is not the bureaucracy but a proletarian administrative apparatus. Lenin conceded during Eleventh Party Congress that the old bureaucratic apparatus could not be removed. While accepting the continuation of pre-revolutionary bureaucracy Stalin expressed the doubt that the Party may lose control of the state apparatus. During Sixteenth Congress of the Communist Party in 1930 Stalin accepted that there could be a new communist

bureaucrat who could work against the interest of working class. The commitments of successive leaders could not make much headway in smashing bureaucracy in the Soviet Union. Trotsky who called for dismantling of bureaucracy, had a difference of opinion with Lenin and Stalin.

He wrote
in The Revolution Betrayed (1937) that instead of smashing of bureaucracy in the Soviet Union he noticed the emergence of a privileged and commanding bureaucracy in the Soviet Union. In spite of theoretical commitment to dismantle the bureaucracy in the Soviet Union, bureaucracy continued as a new class and appropriated the surplus produced by the working class. It all reveals that bureaucracy as an inevitable institution survived every type of system.

Thus Marx opposed the bureaucratic structure in the political state and stated that such a structure
in
ultimately jeopardising the process of development and in its attempt to maintain the status quo of the capitalist system, would destroy the equilibrium in the polity. However, Marx has failed to suggest the alternative mode of administrative structure, which would help the Proletariat in running administration.

We find no evidence of any form of Communist administrative structure in the writings of Marx, though the Marxian approach was most explicit and optimistic in the elimination of the state and its bureaucracy. Experience shows that the Marxian version of bureaucracy is perhaps most deficient in its practical vision as far as the bureaucratization of society is concerned.

It is
evident from the incidents of administrative transformation in erstwhile Soviet Union and China. Practically, it failed to take into account few basic aspects: ● The socialist states could not wipe out the bureaucratic legacies left by the previous imperial regimes. ● The organizational size and complicated administrative functions of Tzarist Russia and Imperial China required the sustenance of the existing bureaucratic structure mostly with older attitude and mode of governance. Class bias, recruitments based on ascription and kinship, corruption, inefficiency, ineffectiveness, isolation from the common men and so forth were found to be some of the major inherited problems. Even after the socialist revolutions bureaucracy was to be tolerated because of the lack of experts and professionals capable of dealing with the changing requirements of administrative and technical effectiveness which industrialization demanded. Therefore,
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pre-revolutionary bureaucracy continued with all its dysfunctional characteristics and primordial level of skills. But their attitude was not adaptable to the new order; the new regimes viewed them as parasites and unreliable burden on the society and economy. The new generation socialist rulers surrounded them with cadres and other officials, for which neither the old bureaucracy could function properly nor they could bring in the required change in the administration Moreover, it caused huge financial burden in the state. This bureaucracy was more a reactionary work force, than a progressive one under the supervision and control of the Proletariat. Marx's vision embodied in

real states was hampered by the penetration of the party-bureaucratic–state machinery into every level of society in the Communist states, as in the case of the Soviet Union and China. Ernest Mandel provides a powerful Marxian alternative to the Stalinist, social-democratic and bourgeois theories that deny the possibility of democratically organized workers' struggles and workers' power in the modern world. in a series of work. Mandel's theory of bureaucracy is one of the central scientific foundations of our revolutionary socialist political project in the late twentieth century. Mandel presented a complex, coherent and empirically well-grounded response to the notion that the absorbtion of power by a minority of officials and experts is the “inevitable” result of complex, large-scale, modern social organization. Mandel argued that bureaucracy is the product of specific, historically limited relations among human beings and between human beings and the natural world as well; it is a product of specific social relations and material forces of production. Mandel's theory of bureaucracy provides a contemporary defense, extension and indepth exploration of the classical Marxist discussion of bureaucracy, in particular the works of Rosa Luxemburg and Leon Trotsky. Mandel's analysis of the material roots and development of the Soviet bureaucracy in Power and Money closely follows that of Trotsky in The Revolution Betrayed. Mandel provided a very powerful reply to various social-democrats and former Stalinists who claim that Stalin merely implemented Trotsky's economic proposals, though in a "barbaric form", in the late 1920s and 1930s. Mandel demonstrated that Trotsky continued, until his death in 1940, to advocate a democratically controlled economy that combined a dominant state-owned, planned sector with market mechanisms. Through his theory of bureaucracy and his investigations into the dynamics of capitalist accumulation in the twentieth century he attempted to defend the necessity of self-emancipation

for

working class as the only basis for human liberation and survival. The notions that the labour bureaucrats could defend the gains of workers under capitalism or that the ruling bureaucracies could construct a viable alternative to capitalism had proven to be thoroughly utopian, as Mandel claimed According to Mandel, the material position and self-interest of the reformist bureaucracies in the west were evidences of this fact. Hegel's Philosophy of Right occupies a central place in the development of Marx's theory of the modern state. As Shlomo Avineri points out, despite its disorganised nature, Marx's 1843 Critique of the Philosophy of Right (hereafter 1843 Critique) is his most systematic work on political theory. While Marx had not yet fully developed a theory of the self-emancipation of the working class, without the official assistance of bureaucracy, his method remained consistent to penetrate beneath the abstract categories of political economy in terms of bureaucratic activity.

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NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 117 Critics point out that Marx's thought of ending class domination is utopian and unrealistic. Later followers of Marx also felt that domination has always been there and will never end. Marx's notion has been criticized for its economic determinism. Another utopian thought is regarding withering away or abolition of state; under the circumstance, existence of bureaucracy is unavoidable to manage the administration of a large scale organization, like nation state, management of wich requires expertise, knowledge and training. New technological revolution may reduce the size of bureaucracy, may increase dependence on the technocrats, but cannot afford to abolish the structure altogether and this is evident from the course of history throughout the world. Dependance on bureaucratic administration makes equality a myth, as along with relations of production, there will be a strong power relations. Marxists have focused mainly on the origin, development, need or nuisance of bureaucracy as a structure, but the entire discourse appears to be misleading in the sense that bureaucracy is absolutely an indestructible trait that constitutes the core of the phenomenon, whatever be its side effects. In the governance of large nation states and its aspirational populations which dominate the present political landscape, hegemonic bureaucracies find a new space to operate and often inject their private gains into public sphere. For this they thrive, multiply and perpetuate their hold over the common citizens. Abolition of hegemonic bureaucracy or in other word, complete de-bureaucratisation or reform of this characteristic hegemony appears to be utopian. Robert Michels also ventured into the phenomena of the bureaucratic phenomena and he realized that the modern State needs a large bureaucracy because through it the politically dominant classes secure their domination. Gramsci saw hegemony as the supremacy of a social group or groups as ideological domination. Gramsci's thought on hegemony pointed towards an order in which a certain way of life and thought are dominant. Though Gramsci's concern was primarily with the Communist Party and not with the bureaucracy as a socio- political phenomenon, his thought is relevant to focus on bureaucratic dominance which is inevitable. The hindrance to bureaucracy is usually traced to the role and dysfunctions of public officials. These officials are enjoying too much power as politicians are often very casual regarding governance and rulers are short termed power lovers. There
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is need for the delimitation of bureaucratic autocracy, which is again a myth in immature democracies; this makes the ever-growing power of bureaucracy unavoidable. 2.5 Conclusion Like Weber, Marx did not build up a comprehensive theory of bureaucracy.
He studied the development of capitalism in some major capitalist countries of
NSOU ● CC-PA-02 118
Western Europe and their mode of administration. In course of his study, Max observed that bureaucracy under capitalism does not offer simply a mode of public administration but it is
also an instrument of exploitation of the working class. In the “Manifesto of the Communist Party”(1848) Marx and Engels stated that the executive of the modern state was a committee for making the common affairs of the
whole bourgeoisie, by which they hinted towards the role of bureaucracy in managing the administration of the bourgeois state, though there they did not directly refer to the institution of bureaucracy. In The German Ideology, it was mentioned that
the rise of bureaucracy was closely associated with the rise of state.
In The Eighteenth Brumaire of Louis Bonaparte, they contended that the rise of bureaucracy and growth of bourgeoisie were inextricably connected and said that the bureaucracy was an instrument of exploitation and condemned it as a parasitic body. In Marx's view the rise and growth of bureaucracy must be viewed in the light of capitalism.
Marx observed that Louis Bonaparte was gradually accumulating more and more power and
dictatorial power with the help of
bureaucracy and military. Particularly the former helped to make and execute laws and to strengthen the base of despotism.
However, Lenin realised the importance of bureaucracy in administration. He thought that the abolition of the bureaucracy of capitalist regime will lead to great anarchy or turmoil and this he did not prefer.
To him,
the function and character of bureaucracy were to
be changed for the benefit of the working class

and for building socialism, keeping its role subordinate to the proletariat. Mandel's theory of bureaucracy is one of the central scientific foundations of the revolutionary political project of working class self-activity, self-organization and self-emancipation. He stated that the development of the bureaucracy does not enhance the "efficiency" and effectivity of mass workers organizations under capitalism. He felt that instead, the officialdom's monopoly of power undermines the ability of the working class to either defend its most immediate interests under capitalism or to build a viable alternative to capitalism. Mandel's analysis of the origins and role of the labour bureaucracy in the capitalist social formations, and his theory of the revolutionary workers' organization were the alternatives to bureaucratic reformism. Mandel attempted to explain why, contrary to the expectation of revolutionary Marxists, no truly mass revolutionary parties emerged in the advanced capitalist countries since the 1920s. He attempted to update and refine Trotsky's analysis of the bureaucracy in the post- capitalist societies. He tried to focus on the issue of the possible relationship of the bureaucracy with the working class, constituting a new mode of production and probability of emergence of "workers' states" in any meaningful, Marxian sense. Marx provided
a serious criticism of Marx Weber's ideal type of bureaucracy. His explaiation of bureaucracy and its characteristics provided an alternative perspective on the nature of bureaucracy.
It has been said that Marx's hope of ending class domination is unrealistic since domination has always been
NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 119
there. Marx is sometimes criticised for supporting dictatorship. However, Marx stood for self-goveminent of the workers. The short-lived dictatorship of the proletariat was needed only to deal with the prevailing dictatorship of the capitalist class. Gramsci talked of cultural hegemony, which was a realistic expansion of Marxist notion of bureaucracy, developed on the basis of Marx's concentration on economic determinism. 2.7 Glossary City-State , Commune , Trotskyism , Proletarian administrative apparatus, ascription and kinship, Reactionary Radicalism, Hegemonic bureaucracy, Utopia City State : It is a Political system consisting of an independent city having sovereignty over contiguous territory and servicing as a culture and leader of Political, economic and cultural life. Commune : The commune was an antithesis of the empire, is the positive sense it was a republic. It was formed of Councillors elected through universal surface. Trotskyism : The idea that the Russian Proletariat might win the power in advance of the western Proletariat, and that in that case it could not confine itself within the limits of a direction ship but would be compelled to undulate the initial Socialist measures. Proletarian : It comprised of the poor, the working classes, the lumpen Proletariat after the working class revolution they establish the dictatorship of the Proletariat eventually leading to state ownership of the means of Production. Ascription and Kingship : Ascription is a crucial point of convergence and marks the intergenerational transformation of power into status. Kingship is the Social class position is ascriptively determined for the child by the link between the father's family role and his work role. 2.6 Summary ●
Marx had criticized the class character and class content of bureaucracy. ●
In a class divided society, it is essentially a social class associated with the capitalists and the political elites who control the economy and rules the state either singly or on the basis of partnership. ●
Marx opposed the bureaucratic structure in the political state and stated that such a structure
in
ultimately jeopardising the process of development and in its attempt to maintain the status quo of the capitalist system, would destroy the equilibrium in the
policy.
NSOU ● CC-PA-02 120 Reactionary Radicalism : It precuts a challenge to marxism for not sufficiently addressing elements of worker's subjectivity. Hegemonic bureaucracy : The state bureaucracy acts as a hegemonic agent by dominating culture and maintaining its predominance in Social, Political, economic life. Utopia : It is the idea of the idea Society, which is highly desirables near perfect but almost unattainable. 2.8 Model questions ● Identify, following Karl Marx,
the causes for the rise of bureaucracy. ● Explain the role of bureaucracy in a Capitalist state. ● What, according to Marx, is the basis of bureaucratic power as per Marx's observation? ● What, according to Marx, are the characteristics
of bureaucracy? ● Describe the facets of alienation of bureaucracy, as identified by Karl Marx. ●
What are the major criticisms
of Marx's analysis of
bureaucracy? 2.9 References ● Avinery, Shlomo,
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NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 121 3.0 Structure 3.1 Objectives 3.2 Introduction 3.3 Max Weber's concept of bureaucracy 3.4 Conclusion 3.5 Summary 3.6 Glossary 3.7 Model Questions 3.8 References Unit-III MAX WEBER: THE CONCEPT OF BUREAUCRACY 3.1
Objectives After studying this unit the learners will understand ● the principles and theories of bureaucratic management, designed by Max Weber ● the definition and the theoretical construct on bureaucracy, ● the bureaucratic form and principles in Max Weber's bureaucratic theory. 3.2 Introduction The increasing complexities of social life, and the multiplying effect of the extension of the state's regulating functions have made the bureaucracy an epitome of institutionalised social power in capitalist, even in socialist societies or in modern times in people's democracies. Liberal democracies nurture bureaucracy as professionalised administration and its hierarchy of appointed officials makes society and polity thoroughly dependent upon it in some form or other. Therefore it has automatically become one of the most scrutinised concepts in academic social science. Sociologists, political scientists and psychologists raise series of debates on the bureaucratic phenomenon all over the world. On the one hand, the institution has defenders who justify its existence keeping in view that their expertise can only help politicians run the state smoothly. On the other hand, it faces enormous criticism from social scientists who foresee with the growth of bureaucracy a corresponding growth of anti democratic dehumanization process. Etymologically, 'bureaucracy' represents an addition to the Greek classification of governments, i.e; monarchy, aristocracy and democracy. But Max
NSOU ● CC-PA-02 122 Weber was a Renaissance man in a changing world of newly constructed democratic nation states, as he could present a comprehensive theory on bureaucracy. He had knowledge in Law, History, Philosophy and Economics and with that knowledge he became one of the founders of the modern science of Sociology – the study of society and its institutions. Weber defined bureaucracy as a highly structured, formalized, and impersonal organization. He also instituted the belief that an organization must have a defined hierarchical structure and clear rules, regulations, and lines of authority which govern it. Weber's concept of bureaucracy originated while exploring the basics of authority. Main turning point in this respect was the growth of legal rational basis of authority in liberal democracies. Specialization of labour, a formal set of rules and regulations, well-defined hierarchies, recruitment on merit basis, impersonality and neutrality make bureaucracy specially institutionalised for running state administration. Bureaucrats take their jobs as career and functions in a way to suit their aspirations to climb up in the career ladder. Weber defined modern bureaucracies as goal-oriented organizations that shared certain characteristics. All were hierarchies with written rules and a specialized division of labour, where advancement was based on achievement, resulting in an efficient and impersonal organization. Weber utilised the ideal type construct on bureaucracy in multidimensional ways. When he viewed it as a social organisation he intended to oversee it
from a purely technical point of view – '
capable of attaining the highest degree of efficiency
and is in this sense formally
the most rational known means of
carrying out imperative control over human beings'.

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Max Weber's analysis of bureaucracy, unlike Marx's, is more systematic, consistent and coherent. It can be found in his Economy and Society (1921- original in Germany and translation in English in 1978), Part I, Chapter III : "The Types of Legitimate Domination," Part II , Chapter XI: "Bureaucracy," and Appendix II , "Parliament and Government in Reconstructed Germany." In these essays, Weber outlined the basic characteristics of bureaucracy and its effects on social development. The word bureaucracy has its origin in the French word 'bureau' meaning a 'post' or an 'office'. The 'bureaux' or public office in some form or the other existed in the world. Even in China in 186 B.C. public officials were recruited through competitive public examinations. The word 'Bureaucracy' was first coined by Vincent dc Gournay (1712-1759), an Economist of France. His observation against the excesses of 'bureauania' in France was a introductory source for thinking about bureaucracy. In 1765, the Baron de Grimm, the French philosopher, focussed on the role of the bureaucracy and considered it as 'the real spirit of the laws of France'; to him, here the offices, clerks, secretaries, inspectors and intendants were not appointed to benefit the public interest, indeed appeared to have been established for the sake of existence of the offices themselves.

But it was in the nineteenth century, under conditions of increasing state intervention that the term came into regular use among European writers. In England, John Stuart Mill's concept of 'limited state' seemed to be an eye opener in this respect; it became current in the 1830s during resistance to the centralization of poor relief and public health. Bureaucracy became so fundamental and indespensible in the governance of great empires that critics started classifying between feudal or bureaucratic political systems. Bureaucracy means, simply a 'desk government'. For John A. Vieg, the term 'bureaucracy' implied bungling, arbitrariness, waste fullness, officiousness and regimentation. However, at times the term is used with approbation and a bureaucrat symbolizes a man eminent for experience, for knowledge and for responsibility. The word 'bureaucracy had an undisguisedly negative image even at the very time of its origin. Bureaucracy lends if self to two usages; it

refers to the tasks and procedures of administration, as well as

being used as a collective word for a body of administrative officials. Frequently it also stands for inefficiency and an improper exercise of power on the part of officials, and thus has become a term of abuse and wasteful excesses. However, bureaucracy is described as the systematic organization of tasks and individuals into a pattern, which can most effectively achieve the ends of collective efforts by John Pfiffner and as a regulated administrative system organized as a series of interrelated offices by E.N. Gladden. It was, however, Max Weber (1864-1920), having founded the modern sociological study of bureaucracy, freed the term from pejorative connotation and implied its indispensability for the rational attainment of the goal of an organization. Indeed, his name is indissolubly associated with any study of bureaucracy, so much so that it is considered to be rather imprudent as well as impudent on the part of a student of modern bureaucracy not to show acquaintance with Weber's writings on this subject. 3.3 Max Weber's Concept of Bureaucracy Max Weber developed a typology of authority and distinguished three 'pure' types – 'traditional' 'charismatic' and 'legal'. He regarded

bureaucracy, sustained and sanctified by the purest type of exercise of legal authority, as the most efficient form of organization,

a formal, rationally organized social structure involving clearly defined patterns of activity in which, ideally, every series of actions is functionally related to the purposes of the organization. In such an organization there is integrated a series of offices, of hierarchized statuses, in which inhere a number of obligations and privileges closely defined by limited and specific rules. Each of these offices contains an area of imputed competence and responsibility.

Authority, the power of control which derives from a legitimately

acknowledged status, inheres in the office and

not in the particular person who performs the official role.

NSOU ● CC-PA-02 124 Official action ordinarily occurs within the framework of preexisting rules of the organization. The system of prescribed relations between various offices involves a considerable degree of formality and clearly defined social distance between the occupants of these positions. Formality is manifested by means of a more or less complicated social rule. Such formality, which is integrated with the distribution of authority within the system, serves to minimize friction, as well as facilitates the interaction of the occupants of offices despite their (possibly hostile) private attitudes toward one another. In this way, the subordinate is protected from the arbitrary action of his superior, since the actions of both are constrained by a mutually recognized set of rules. Specific procedural devices foster objectivity and restrain the "quick passage of impulse into action." The purest type of exercise of legal authority is that which employs a bureaucratic administrative staff. Only the supreme chief of the organization occupies his position of authority by virtue of appropriation, of election or of having been designated for the succession. But even his authority consists in a sphere of legal competence. The whole administrative set up under the supreme authority then consists, in the purest type, of individual officials who are appointed and function according to the following criteria: 1) The officials are personally free and subject to authority only with respect to their impersonal official obligations. 2) They are organized in a clearly defined hierarchy of offices. 3) Each office has a clearly defined sphere of competence in the legal sense. 4) The office is filled by a free contractual relationship. Thus, in principle, there is free selection. 5) Candidates are selected on the basis of technical qualifications. In the most rational case, this is tested by examination or guaranteed by diplomas certifying technical training, or both. They are appointed, not elected. 6) Fixed salaries in money remunerate them, for the most part with a right to pensions. Only under certain circumstances does the employing authority, in private organizations, have a right to terminate the appointment, but the official is always free to resign. The salary scale is primarily graded according to rank in the hierarchy but in addition to this criterion, the responsibility of the position and the requirements of the incumbent's social status may be taken into account. 7) The office is treated as sale or at least the primary, occupation of the incumbent. 8) It constitutes a career. There is a system of promotion according to seniority or to achievement promotion is dependent on the judgment of superiors. 9) The official
work is
entirely spared from ownership of the means of administration and without appropriation as his/her position. 10) He is subject to strict and systematic discipline and control in the conduct of the office.
NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 125
Bureaucracy as enunciated by Weber is based on the nation of rational legal authority - that is, an authority that employees recognized as legitimate being inherent in the administrators in the hierarchical structure. Included in the rational legal authority are written rules and procedures and their primary. Each position in the bureaucracy has its duties and rights, which are all clearly defined. Bureaucracy promises a stable organization, despite the fact that its incumbents come and go. Its functioning does not necessarily depend on the know how of individuals working in it, know how is instead embodied in rules, regulations, procedures and other written records which always remain within the organization – in contrast to individuals who could join and leave. Other attributes of bureaucracy are hierarchy, division of labour, functional specializations etc. At the hands of Weber bureaucracy emerged as neutral, hierarchically organized, efficient and inevitable in contemporary society. This was the ideal type bureaucracy. In fact the ideal type is never actualized. The characteristics of bureaucracy were: precision, continuity discipline, strictness, and reliability. These characteristics made it technically the most efficient form of organization. Max Weber defined bureaucracy in terms of its structural characteristics. In Weber's ideal type construct, authority rests in the bureaucratic organization
in the office and not in the particular person who

happens to be the office holder at any given period of time. This stress on depersonalization of office is reflected in the bureaucrat's trained impersonality since functionaries are supposed to immunize personal relations and resort to detached work procedures. Thus the concept of an impersonal order has within it the seeds of latent conflict between the officials and the public. In fact, it is greatly dysfunctional to the emerging concept of human relations oriented administration and harmful to the interests of a developing nation. In this model the organization of official functions is bound by rules. In achieving developmental tasks very often new rules have to be framed or old ones modified to suit the changed conditions of society. In the changing set-up of developing societies rule application should be rational and dynamic, which requires special training on the part of bureaucrats. Division of labour, systematic and disciplined performance, control in the conduct of office are also marked as the features of the bureaucratic structure and functions. Bureaucracy operates on the basis of a consistent structure of laws and rules, without being judgemental and within the purview of its hierarchical jurisdiction. Its selection on the basis of technical qualification, impersonality and neutrality, and its efficiency make it
a
professional organisation equipped to handle all odds in politics and to transform social actions into rationally organised actions. Weber maintained that the survival of bureaucracy depends very much on its superiority, which in turn rests upon its formal rationality over other forms of organization. From this starting point, various efforts have been made to approach
NSOU ● CC-PA-02 126
bureaucracy in terms of the organization's basic structural characteristics. There are minor variations in structural dimensions of bureaucracy, may be also in content and method, but on substantial issues there are major similarities. Even there are gross agreement among the theorists and writers on bureaucracy as regards the substantial characteristics, with insignificant level of disagreements in their formulations. The writers and scholars since Weber, same as
Friedrch, Litwak, Merton, Udy, Heady, Berger, and Parsons have agreed that bureaucracy is a systematic entity with following major characteristics: i. A well defined hierarchy of authority:
In a bureaucratic organization, each level controls the level below it. Also, the level above it controls it. A formal hierarchy is the basis of central planning and centralized decision-making.
In bureaucratic
organisation, offices also follow
the principle of hierarchy that is each lower office is
subject to control and supervision by higher office. This hierarchy serves as lines of communication and delegation of authority. It implies that communication coming down or going up must pass through each position. Similarly, a subordinate will get authority from his immediate superior. However, this hierarchy is net unitary but sub-pyramids of officials within the large organisation corresponding to functional divisions. Thus, there are offices with the same amount of authority but with different kinds of functions operating in different areas of competence. ii. A division of labour based on functional specialisation: Specialists are entrusted to do the work with utmost professionalism.
Also, the organization divides employees into units based on the type of work they do or the skills they possess, required for completion of the job with maximum possible expertise.
Selection as well as the promotion of employees is based on technical qualifications and skills.
Thus, division of labour try to ensure that each office has a clearly-defined area of competence within the organisation and each official knows the areas in which he operates and the areas in which he must abstain from action so that he does not overstep the boundary between his role and those of others. Further, division of labour also tries to ensure that no work is left uncovered. The duties and responsibilities of each job are clearly defined there is no question of overlapping or conflicting job duties. The division of labour assists workers in becoming experts in their jobs. The performance of employees improves considerably. iii. A system of rules covering the rights and duties of positional incumbents:
The organization uses rules to exert control. Therefore, the lower levels seamlessly execute the decisions made at higher levels.

A rational approach to organisation calls for a system of maintaining rules to ensure twin requirements of uniformity and coordination of efforts by individual members in the organisation. Rules provide the benefits of stability, continuity, and predictability and each official knows precisely the outcome of his behaviour in a particular matter. The rules and procedures are decided for every work it leads to consistency in employee

behaviour. Since employees are bound to follow the rules etc., the management process becomes easy. iv. A system of procedures for keeping records for future reference: Rules of procedure are exhaustive, stable, and employees can learn them easily from previous records. Further, the organization records them in permanent files that help to maintain continuity of the working procedure. Bureaucratic organisation is characterised by maintenance of proper official records. The decisions and activities of the organisation are formally recorded and preserved for future reference. This is made possible by extensive use of filling system in the organisation. An official record is almost regarded as encyclopedia of various activities performed by the people in the organisation. v. Impersonality of inter personal relationship: Bureaucratic organizations treat all employees equally. They also treat all customers equally and do not allow individual differences to influence them.

Instead of personal relationship, bureaucrats act as portfolio holders as abstract entities. Thus, decisions are governed by rational factors rather than personal factors. This impersonality concept is used in dealing with organisational relations as well as relations between the organisation and outsiders. vi. Selection for employment and promotion based on seniority and or competence: The selection of officials is based on technical qualification and appointment and not an election. The selection process and promotion procedures are based on merit and expertise. It assists in putting right persons on right jobs. There is optimum utilisation of human resources. Further, officials receive a salary as compensation for their work. The official is taken in for a trial period and then offered a permanent position with the organization. This protects him from arbitrary dismissal. These features were structured to portray the bureaucracy as the most efficient form of organization and as the means for assimilating diverse needs of capitalist nation state, so that both economy and polity could be favourably managed in a large magnitude. Weber noticed a phenomenal growth in organizational size of the state which prompted him to think about rational-legal bureaucratic authority, with its expertise to mange the administrative affairs of the state as a continuous process. The rationalization of bureaucracy, the separation of church and the state that led to secularization of politics and the gradual institutionalization of parliamentarianism-all form integral elements of the developmental model. At the same time, the growth of bureaucratization, too, has helped in the modernization of the new states . The rules and procedures ensure consistency in employee behaviour. The duties and responsibilities of each job are clearly defined and there is no question of overlapping or conflicting job duties. The selection process and promotion procedures are based on merit and expertise. It assists in putting right persons on right jobs. There is optimum utilisation of human

resources. For division of labour workers become experts in their jobs and their performance improves considerably. However, Weberian bureaucracy suffers from some serious deification: 1. Excessive red-tapism and paper work make the system dysfunctional. 2. Impersonality generates a sense of alienation from human relations. There is neglect of human factor. 3. Excessive reliance on rules and regulations and adherence to these policies creates mechanical approach. 4. The employees become so used to the system, they resist to any change and introduction of new techniques of operations. 5. Excessive concentration of official power in the hands of bureaucrats makes a democracy run by the undemocratically selected executives. The characteristics of bureaucracy have been explained by Peter Blau in terms of its execution of regular activities in a fixed way as official duties. In the opinion of P.M. Blau and M.W. Meyer, bureaucracy refers to those large-scale organizations which seek to accomplish large scale administrative tasks by way of coordinating the works of many persons. They pointed out that although bureaucracy is based on principles which are congenial to the improvement of efficiency, bureaucratization to the contrary quite often produces inefficiency. Still Weber is credited for attempting to develop a consistent and coherent Bureaucratic model for the first time. It has been termed as rational and ideal leading to efficiency. The efficiency in bureaucratic organisation comes through rationality and predictability of behaviour because everyone knows the consequence of his action become actually the action is undertaken. Weber's model has some drawbacks. It has rigidity, impersonality, excessive rule boundedness, excessive cost of control, excessive dependence on superiors, tendency to ignore organisational goals etc. Inspite of these limitations this model is still the only solution for managing the affairs of a large organisation like state. 3.4 Conclusion
The bureaucratic theory of Max Weber was a unique representative model of ideal type bureaucracy, which was conceived as the basis for the systematic formation of any organisation and was designed to ensure efficiency and economic effectiveness in administration of a state. This ideal model for administration was meant to serve the requirement of the capitalist class to form a strong centralised power structure, which would be a support system for the capitalist market expansion. Bureaucracy is inseparably linked with the emergence of the modern state that was defined by its development. Hierarchical authority, job specialization, and formalized rules were the main principles of Weberian bureaucracy. Weber
NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 129 3.6 Glossary Red-tapism, Renaissance, Hierarchies, Charismatic Bureaucracy, Ideal Type construct Red-tapism : It is the excessiveness of laws, Procedures, and rules imposed by the government, which eventually delay organization's work. Renaissance : It refer to a period in European Civilization that was market by a revival of classical luring and wisdom. Hierarchies : Hierarchies in public administration is a method of organization of employees, according to their states or Position, for efficient management. Charismatic Bureaucracy : The Charismatic leads comes to power and assumes authority and influences other forms of authority routinization of charisma. Ideal type Construct : In the idea form Bureaucracy ought to be impersonal, relational and rebound.
argued that the bureaucratic organizational form is characterized by certain features: specialization and division of labor, hierarchical authority structures, rules and regulations, technical competence, impersonality and personal indifference, a standard formalised officiousness. 3.5
Summary ● Weber defined bureaucracy as a highly structured, formalized and impersonal organization. ● According to weber
organization must have a defined hierarchical structure and clear rules, regulations and levies of authority which govern it. ● Max weber
developed a typology of authority and distinguished three 'Pure' types- 'Traditional', 'Charismatic' and 'Legal'. ●

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Max weber is the first thinker who has systematically studied the bureaucracy and provided a theoretical framework and basis for understanding bureaucracy.

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Rajasree Basu, Jana Prashasan, West Bengal State Book Board, 2013 3.7
Model questions ● What are the major principles of Max Weber's bureaucratic form? ● Write a critical note on Weber's bureaucracy with a focus on the following aspects: Definition, Features, Benefits, Disadvantages and Challenges ● Evaluate Max Weber's Ideal Bureaucratic Model. ● Examine the compatibility of Weberian model of bureaucracy in the administration of modern market-oriented state system.
NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 131 4.0 Structure 4.1 Objectives 4.2 Introduction 4.3 Weberian notion of bureaucracy : a critical overview 4.4 Comparative perspective of bureaucracy : Karl Marx and Max Weber 4.5
Conclusion 4.6 Summary 4.7 Glossary 4.8 Model Questions 4.9 References Unit-IV Cri Ÿque of Weberian Theory of Bureaucracy 4.1
Objectives After reading the materials of this unit the learners will understand ● the role of
bureaucracy with a critical note. ● the self-contradictory and self-defeating features of bureaucracy. the comparative overview on the ideas of bureaucracy evolved by Karl Marx and Max Weber. 4.2 Introduction Max Weber in Economy and Society
made aplea for
a perennial structure consisting of persons having rigorous training, experience and technical superiority. This structure is known as bureaucracy that will run the government which has assumed greater responsibility in the face of industrial growth. Weber has elaborated, rather for the first time, how this bureaucracy will be organized, upon which rationale it will function to which end, what will be its pattern of behaviour and etc. Taking these consideration together, Weber prescribes and builds an ideal type of bureaucracy to be workable in all socio- political and administrative settings. Critics, however, have considered this ideal typical notion of bureaucracy as advanced by Weber as inconsistent and mechanical in view of vast ecological asymmetry, difference and diversity found in various socio-political settings. Weberian bureaucracy does not take personal will, perception and idiosyncratic
NSOU ● CC-PA-02 132 traits and value preferences of those in bureaucracy into consideration; nor
it bother about
the social and political context of this administrative structure. 4.3 Weberian Notion of Bureaucracy: A Critical Overview
The cross-cultural and historical surveys of bureaucracies reveal several characteristics that distinguish the form of bureaucratic organization and its primary social function. As societies become more complex major social problems demand solutions that favour bureaucratic organization over more traditional forms of social organization. An exhaustive treatment of the concept came in 1895 in Getano Moscas 'Element di scienza Politica', translated in 1939 as 'The Ruling Class' where the author regarded bureaucracy as being so fundamental to the governing of the great empires that all political systems could be classified as either feudal or bureaucratic. Nomenclatures such as "bureaucrat","bureaucratic," and "bureaucracy" are often critically used and
they also

have negative connotations, like that of Thomas Carlile, who labelled it as 'continental nuisance'. Bureaucrats are the government personnel, and the term 'bureaucratic' gives an idea in the minds of common men that rigid rule adherence is more important than efficiency and actual implementation of the work. The bureaucratic process lends itself to criticism as dehumanised instrument of government. Critics point out that bureaucracy lays stress on excessive rule boundedness, regulations, and encourages unnecessary paperwork; these foster inter-agency and intra-agency conflicts and contradictions; duplication and overlapping by various horizontal and vertical layers involve waste and unchecked growth. Bureaucratic power syndrome raises questions on their accountability, especially in an immature democracy. There are many dysfunctional aspects of bureaucracy which is referred as bureaucratic pathology. Looking into the needs of modern organisations, bureaucracy has many shortcomings. The major problems of bureaucracy are invalidity of bureaucratic assumptions, goal displacement etc. The source of bureau pathology lies in the invalidity of various assumptions of ideal bureaucracy. Many authors have questioned the utility of bureaucracy. Bureaucracy includes certain negative behavioural traits. ● A high degree of division of labour can reduce staff initiative. As jobs become narrower in scope and specified and well defined by procedures, individuals sacrifice creativity, autonomy and independence. On the one hand, specialization can lead to increased productivity and efficiency, on the other, it can also initiate conflict between specialized units, whereby the overall goals of the organisation suffers. If specialization impedes communication between units, it may be harmful for the interest of the organisation in the long run. Moreover, over-specialization may result in monotony, dissatisfaction and absenteeism; it may affect quality also.
NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 133 Continuous routine work may frustrate the performer leading to low productivity. ● Excessive reliance on rules creates a disciplined work environment, but rigidity in this respect can be detrimental to the larger interest of the organisation and of society as a whole. It can make the staff reluctant or unable to cope with unique cases, going beyond normal expected situations. Moreover, excessive emphasis on rules and procedures can produce excessive red tape, leading to slow performance. Rules are normally provided for guidelines but often they become
the source of inefficiency because of excessive emphasis misuse and people's apathy to them. ●
Hierarchy should have both downward and upward communication flow for smoother and uninterrupted administrative work and transparent interpersonal relationship. In practice, it usually indicates only a downward directive mode. Thus, the
necessity of upward communication is almost ignored at the cost of quality of job and a feeling of isolation is generated leading to goal displacement in the entire administrative set up. There is no formal recognition of horizontal communication too; this stifles individual initiative and participation in decision making. Rigid organisational hierarchy works against effective performance of responsibilities and leads to loss of motivation. It overemphasizes superior-subordinate relationships unnecessarily, which is detrimental to congenial organisational climate and creates stress. ● As per rule promotions and salary increments are done on the basis of seniority and loyalty, rarely on actual skill and performance. Thus, the idea of having the most competent people in strategic positions within the organization is sacrificed. Loyalty is obtained, but this loyalty is toward the protection of one's position, not to the effectiveness of the organization. Often politicking gets priority over effective performance for some over ambitious post holders, which may have demoralising impact on other performers. Further, in turn the freshers lose energy and skill, when they see that the fate of star performers and of non-performers is
the
same career wise. ● The impersonal nature of bureaucracy is probably its most serious drawback. Bureaucracy is criticised for overemphasizing rigid, control-oriented structures, consequently giving greater priority to rule than performance. It makes the entire system incompatible with the requirement of the current professional ground level realities. In dealing with people, total impersonal approach is impossible to be followed because people have feelings, emotions and sentiments which affect decision making ; it is not desirable also in developing nations, where
people are
is far away from asserting themselves for their common good. Thus, strict adherence to rules and regulations and impersonal attitude in performance is neither possible nor desirable. Subsequent sociologists have taken Weber's concept as a mere ideal type devoid of reality and inappropriate in most of the countries, specially newly
NSOU ● CC-PA-02 134 independent and less developed ones. Some critics have emphasized that Weber's ideal type of bureaucracy entails the features which are unattainable and some argue that
such type of

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bureaucracy is responsible for all sorts of inefficiencies and incompetence. Few of the critics have mentioned that there are pathological defects, making it dysfunctional and for removed from the attainment of organizational goals. Robert Merton has shown his concern about the fact that the very elements which conduce toward efficiency in general produce inefficiency in specific instances, and also lead to an over concern with strict adherence to regulations which induces timidity, conservation and technical complexities. Weber's ideal bureaucracy and Taylor's scientific management are, to a great extent, similar in ideological essence. Both emphasize rationality, predictability, impersonality, technical competence and authoritarianism as basic elements. Though Weber's principles are said to be less operational as compared to Taylor, still Weber's 'principles of ideal bureaucracy' has become the model for many organizations and its rules are more or less rigidly followed even in modern times. The dysfunctional, contradictory or self-defeating features and the paradoxes of the Weberian model of bureaucracy have always been under critical review. To criticism, the positive attainments and functions of bureaucratic organization are over emphasized and the internal stresses and strains of such structures are almost wholly neglected. Despite its technical effectiveness and efficiency the Weberian model contains many undemocratic traits, as it has the tendency to supercede the democratic process and democratic values. Carl Fredrich in "Some Observations on Weber's Analysis of Bureaucracy" (1952) reaffirms the key concept of rationalization and de-mystification in relation to power in all social relationships, which opens up a different scope of analysis. It is said that Weber has created a political space for these selected group of hired officials, who due to their administrative expertise and technical knowledge become advisors of the political executives and gradually trespass into their political domain. The modern society, therefore, is found to be ruled not only by the legal- rational type of authority, but it also uses the charismatic and traditional types of authority, because of the over-powered bureaucrats and inefficient elected rulers. Periodic tenure of the political rulers and continuity of service of the bureaucrats make the bureaucrats exercise power in traditional form. Michel Crozier(1964) described in The Bureaucratic Phenomenon used a scientific attempt to understand the "malady of bureaucracy". He used the term 'maladoption' regarding the bureaucratic phenomenon. Merton's expression that the 'dysfunction which necessarily develops within human organization' indicates that he was critical about the role of bureaucracy in its existing structure. He further pointed out that many of the characteristics of bureaucracy should be considered as dysfunctional. Merton, in his famous essay "Bureaucratic Structure and Personality", developed a hypothesis concerning the structural sources of the
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occupational personality of the bureaucrats and of major types of conflict between the bureaucrats and the clientele. Anthony Giddens 'Capitalism and Modern Social Theory' highlighted these points which were complementary to those of Merton.
Giddens
pointed out that Weber did not conceive the possibility of the transformation of the bureaucratization of social life through the occurrence of socialist revolution. Instead, the socialized economy would increasingly be subjected to bureaucratic administration in view of the fact that economic operations are taken up by the state. Rapid changes in organizations in the twelfth century have brought about changes in the meaning of bureaucracy and while the term retains its usefulness in indicating a broad set of related functional ities, actually it has become more a separate power group within a state with its own special vested interests, values and power basis. Weber's conceptualization of bureaucracy in terms of rational-legal- authority and formal rationality fails to take account of the existence and use of power within and outside of organizations and of the persistence of patrimonial features. Weber conceptualised that the organizational hierarchy would involve a simple hierarchical flow of directives from top to the bottom. But the exercise of objective responsibility should be taken as far more complex and dynamic. The apparently fixed subordinate-superior relationships would be more fluid because of the need for consultation and sharing information up and down the hierarchical ladder. Superiors in any bureaucratic organization are highly dependant on the specialized knowledge and experience of subordinates. Subordinates, in turn, need to consult regularly with those above them about legal requirements, clarification of agency regulation and political considerations. Weber was aware of the fact that as bureaucratisation is strengthened, the power of bureaucracy will increase to the extent of dictating terms to democratic rulers; but at the same time he stated the indispensibility of bureaucracy in running the government with legal-rational authority for fixed tenure. The bureaucratic officials are indispensable for their practical effectiveness, their expertise and technical knowledge. Their ethics
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to maintain "administrative secrets" make them repositories of all administrative information and this makes the politicians dependent on them, which in turn enhances the power of the bureaucrats and make them unbeatable. Weber was aware of the negative consequences of bureaucratization —the tendency of officials to ignore questions of substantive justice in the name of adherence to formal rules, the impersonality of organizational relationships etc. Thus Weber recognized a dichotomy between the polity and the administration and wanted to draw a sharp distinction between the roles of the politicians and the bureaucrats; but he also noted that administrative problems, no matter how technical they might seem, are in many ways influenced by political considerations. Such ambiguity in Weber's treatment of bureaucratic interest and

NSOU ● CC-PA-02 136 public-policy reflects a dualism in Weber's thinking (Diamant, 1962). On the one hand, legal-rationality of Weber's ideal-type led him to consider bureaucracy as a neutral tool and on the other hand, his own political experiences taught him that the power interests of the bureaucracy may threaten the authority of political leadership. 4.4 Comparative Perspectives on Bureaucracy: Karl Marx and Max Weber A comparative study on Marxian and Weberian views on bureaucracy will help to analyse and explore the inherent contradictions and approximations in both the paradigms. By analyzing and comparing the basic elements of the theories of bureaucracy as conceived by Marx and Weber

respectively

one can understand the essence of both the theories and can attempt to discuss then with critical observations.

The

Marxian protagonists criticised bureaucratic organization for its incompetence, unprofessionalism, alienation

and

rigidities etc. and these were evident in its role even in proletarian dictatorship. But the Marxists could not afford to deny the importance and inevitability of bureaucracy for future development of the nation. The Weberian model in this respect resembled the Marxian observation. Marx pointed to the dysfunctional aspects of bureaucracy as the ideological justification for distinctiveness of state and civil society. The Weberians argued that the bureaucratic efficiency, specialized knowledge and technical skill would help them overcome the negative phenomena and characteristics. Weber, using his ideal- type construction, rationalized the bureaucratic order. According to Marx and Engels, bureaucracy was nothing but the apparatus in the hands of the bourgeois rulers for oppressing the have-nots in the interest of the property owners; therefore, according to the Marxist protagonists, proletarian rulers should learn to use this apparatus for settlement of the dictatorship of the proletariat and thus to expedite the process of evolution to socialism. The Marxists meant that the bureaucratic organisation should be placed under the proletarian rule and their status should be made equivalent to those of the wage earners. Marxists have generally continued to focus on the dynamics and contradictions of capitalist society in the light of a total system. They paid little attention to the organizational dynamics of the state as an administrative system. In his earlier writings Marx showed deep interest in the internal organization of the state and later analysed briefly the role of the bureaucracy in the corpus of state organization. Marx's later writings did not devote much space for detailed discussions on bureaucracy or state administration. Therefore, the study of Public administration as a discipline hardly has cared much for Marx's views on bureaucracy. However, Marx's view on bureaucracy should be studied in the light of macro theorisation of the capitalist state and the concept of relative autonomy.

NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 137 th Marx as a critique of the political economy of capitalism in 19 century Europe, had been a sensitive and keen observer of European public administrative organizations. Yet he did not take much effort in conceptualising the functional aspects of the state. In his works he was not found devoting much time for detail discussion of the role, structure and working of public organizations. His writings presented a scattered observation on 'administration' over numerous books, monographs, letters, and editorial comments. In the beginning of his journey to build up theories

of

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the state Marx was concerned with the relationship between the state and bureaucracy. There was no explicit or systematic focus on the theories of public administration, though much before Weber, Marx wrote on the bureaucratic structure and behaviour and the relationship of bureaucracy with the state and the society. However, his superficial treatment regarding its organizational aspects in an inconsistent way could not lay any literary impact on the later thinkers. Marx's ideas on bureaucracy and administration are to be found out within the purview of sociology of politics. Scientific and comprehensive study of bureaucracy is generally attributed to Max Weber. In his Critique of Hegel's Philosophy of Right, Marx highlighted on bureaucratic incompetence and self-centredness.
The
stated that the bureaucracy as a whole had a corporate vested interest to defend against classes in society; therefore, the external relations of bureaucracy are of a conflictual and 'private' nature. Bureaucracy, as Marx saw it
in the feudal – capitalist Prussian situation, was a form of society dominated by the state,
and its tendency was to separate itself from the
conflict, arising out of class stratification. Marx criticized bureaucracy's assumed 'formalism' and superior 'consciousness'. Thus Marx's view in sharp contrast to the Weberian conception of bureaucracy never treated it as a rationalized organization. Contrarily, Marx held that the bureaucracy intervenes between the state and public opinion.The bureaucratic attitude is totally inclined towards political authority; it is passively loyal only to the next higher rank in the hierarchy. There are certain dysfunctional aspects of bureaucracy and unanticipated consequence in the Weberian model as visualised in the context of building socialism. There are some practical dilemma, in the theoretical frameworks of
two seemingly opposite approaches on capitalism and socialism, despite having some primary similarities in terms of statecrafts. Bengt Abrahamsson in a work entitled Bureaucracy or Participation: The Logic of Organization (1977) has outlined the basic differences and similarities between Marx's and Weber's positions on bureaucracy. Abrahamsson claims that Weber differs from Marx on at least three points : (a) unlike Marx, Weber did not see bureaucracy as a specific bourgeois pheonomenon tied to capitalism. Instead,Weber saw the possibility of the autonomy of bureaucracy and the growth of bureaucracy as inevitable; (b) Weber did not see bureaucracy as a class organ but viewed it as an element of modern democracy. Weber, however also viewed it as a threat to the democratic process. At the same
NSOU ● CC-PA-02 138 time, Weber argued that among the accelerators of bureaucracy, the economic system is more important than the democratic political system. Thus, socialism is viewed as a great stimulus, and (c) for Weber, the elimination of bureaucracy is not possible in an increasingly complex society which requires more and more professionalism and specialization. At the same time, Abrahamsson pointed out the similarities of Marx's and Weber's models. The way Weber's theory connected the development of bureaucracy with the issue of the long-run material and political development of society, with a focus on the capitalist production system and economy, may be found almost identical with the Marxian analysis of the role of bureaucracy in up keeping the capitalist mode of production and in nurturing the capitalist model of statecraft (1977). Despite many similarities in their view points and the common agreement on the characteristization of liberalism as bourgeois ideology, Marx and Weber held opposing views on social structure, development and the bureaucratic order. This dichotomous classification put these two theories in almost contrasting poles. At the first instance, Weber in the context of large democracies maintained the superiority of bureaucratic organizations and the inevitability of the bureaucratization process in social development; later he realised that the inhumanitarian and undemocratic functioning by bureaucracy needs to be checked and controlled. Marx, on the other hand, rejected the legitimacy of bureaucracy in the politcal system altogether, and viewed it as an instrument of political oppression and economic gratification of the propertied. Thus the two paradigms held conflicting and contrasting views on bureaucracy and belonged to the opposite ends of the continuum, though both had and still have their realm of influence on later theoretical drives. Both the Marxian and Weberian models of bureaucracy face a dilemma and certain contradictions between theory and practice in different dimensions and extent. The Marxists, such as Lenin and Mao, vigorously attacked bureaucratic organization as a despotic autocracy of civil servants and as an instrument for class exploitation; in different tune the Weberian thinkers were found self–critical and in a mode to deconstruct certain basic premises of Weber's ideal type of bureaucracy as impractical and dysfunctional. The Weberian camp
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sought to identify the "malady of bureaucracy" in the Weberian model. Weber's anticipation that bureaucracy would triumph historically because it was more efficient and powerful than patrimonial administration and more permanent than charismatic leadership led him to present historical change as an evolutionary process of adaptation which, if not teleological, was at least universal, inevitable, and accessible to human understanding and explanation.
NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 139 4.5 Conclusion
Weber's contention of bureaucracy suffers from various defects. Sociologists, political scientists, psychologists and the specialists in Public Administration have criticized Weber from various standpoints and from the context of diversified social and political settings. Weber's ideal type of bureaucratic model is too formal, mechanistic and parochial. But despite serious limitations the scheme Weber had formulated and prescribed on the structure and mode of operation of bureaucracy and, again, on the need and requirement of continuity and discipline
are to be maintained and preserved in administration and cannot altogether be denied. 4.7 Glossary Patrimonialism , Alienation, Formalism, Patrimonialism: Form of Political organization where authority is based on the personal power exercised by the ruler. Alienation : Max's alienation is the estrangement of people from there human nature caused by the division of labour and stratification in a capitalist society. Formalism : The practice of adherence to prescribed froms for arrangement and structures. 4.8
Model questions ● Why is bureaucratic organization criticized? ● Do you think that the role of bureaucracy can be evaluated in terms of economic classification only? Argue your case. ●
Attempt a critical over view of the points of similarities between Marxian and Weberian theories of bureaucracy. ●
Make a comparative study of the Marxian and Weberian theories
of bureaucracy. 4.6 Summary ● Webrian
bureaucracy does not take personal will, perception and idiosyncratic traits and value preferences of those in bureaucracy into consideration, nor
it bother about the social and political contact of this administrative structure. ●
The dysfunctional, contradictory or self-depending features and the paradoxes of the weberian model of bureaucracy have always been
under critical review.
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Write a critical note on theWeberian theory on bureaucracy. ● To what extent Marx and Weber held a conflictual and contrasting stand towards
bureaucracy?
Explain 4.9 References ● Avinery, Shlomo,
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NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 141 5.0 Structure 5.1 Objectives 5.2 Introduction 5.3 Weberian conceptualization of bureaucracy and its problems 5.4 Conclusion 5.5 Summary 5.6 Glossary 5.7 Model Questions 5.8 References Unit-V POST WEBERIAN DEVELOPMENT 5.1
Objectives After studying this unit the learners will understand ● the limitation of Weberian conceptualization of bureaucracy ● various points and dimensions of criticisms against his contention of bureaucracy ● the context and situation in which Weberian model needs rethinking 5.2 Introduction Max Weber's contention of bureaucracy, is comprehensive and elaborate. No other thinker on bureaucracy is as particular and systematic as Weber is. He attempted to theorize on bureaucracy
faced on the experience of

the functioning of this institution in Britain, France and Germany. His approach to bureaucracy is, thus, empirical, objective and free from speculation. He sought to evolve a permanent formal administrative structure which in his words,
is
superior to any other form in precision, in stability, in the stringency of
its discipline and in reliability.
This structure is capable to handle the challenges of new developments as evolved out of the burgeoning growth of modern industrial society, state and culture. He considered modern bureaucracy as representing the legal-rational authority
as
the most efficient organization to cope with the political and administrative organizational intricacies of modern industrial state. For the purpose of systematizing the internal structure and functions of state administration Weber prescribed some specific behavioural norms, rules and formal guidelines particularly for bureaucracy to follow and to reflect in its functioning. But the model
NSOU ● CC-PA-02 142 bureaucracy is far from being responsive to the needs of the people and distant from those who dislike rigidity, inflexibility, delay, lust for power, political alienation.
It is also distant for and like to these who seek to overcome these maladies, to effect social transformation and build a system of democrtic administration based on
freedom and a 'human face'. In the following pages we will
refer to some
scholars who have critiqued Weber's thesis from various standpoints. Some of them have sought to provide thoughtful analyses of bureaucracy in the context of underdeveloped and developing countries and, again, in the context of the economy, society and polity that have undergone significant change in the recent years. 5.3 Weberian conceptualization of bureaucracy and its problems Max Weber argued
in favour of
bureaucratic precision; this rule-bound precision prescribed by Weberian bureaucratic model has been criticised as a 'closed system' which takes little account of organizational interactions with the environment. It has been criticized for pioneering "machine theory model'. The Weberian model, the critics point out, results in germinating the dysfunctional consequences, in failing to consider the individual or behavioural aspects of the people in organization and to take into account the basic human factors. The Weberian bureaucratic design can at best function in a stable environment. According to the critics, the structural features of his bureaucracy might be suitable for routine and repetitive tasks, are not always available in an unstable environmental situation. In the unstable or newly formed democracies innovation and creativity are necessary; otherwise these would produce the dysfunctional consequences. And innovation, as we know, often requires overcoming the existing stability. American sociologist Robert K. Merton has expanded on Weber's theories of bureaucracy in his work Social Theory and Social Structure, published in 1957. Merton, points out that it accounts for lack of flexibility. Merton has noted that red tapism, rigidity, excessive impersonality, reluctance to exercise discretion are some of the major constants associated with
the
pathological and self-defeating traits of bureaucracy. Such behavioral orientations are typical of the "trained incapacity" of the bureaucrats, which are conflictual to the potrayed ideal rationality of bureaucratic organizations. Merton further maintains in his essay "Bureaucratic Structure and Personality" that the "displacement of goals" has made the bureaucracy to adhere to rules and thus become very rigid. In Merton's term, this is a process whereby "an instrumental value becomes a terminal value". He argues that "trained incapacity" resulting from "over conformity" eventually causes many
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bureaucracies to become dysfunctional. He also observes that bureaucrats are more likely to put forth their own interests and needs instead of those that would benefit the organization. Merton calls this phenomenon "goal displacement." He observes that this occurred when formalistic goals become more important than the main substantive goal of an organization. Thus, Merton concludes that while the development of bureaucratic functions, following Weber, can be positively assessed for promoting an effective division of labour and for supporting the efficient operation of social organizations, it is equally likely to cause dysfunctions, harming the institutional effectivity. Merton of Weber's analysis, but at

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he believes that bureaucrats are more keen to defend and promote their own vested interests than to operate and use their expertise and skill for the greater benefit of the organization as a whole. Merton notes that pride in their craft is responsible for overpowering the bureaucratic organisation and
it creates resistance to accept changes in established routines. He also
states that bureaucrats emphasize formality over interpersonal relationships, and have been trained to ignore the special circumstances of particular cases, causing them to come across as "arrogant" and "haughty".
P.
Selznick (1949), on the other hand, emphasizes the delegation of authority which would bring about a series of unanticipated consequences. Like Merton, Selznick shows how these consequences stem from the problems of maintaining highly interrelated systems of inter personal relations. Gouldner (1954), likewise, concerns himself with the consequence of bureaucratic rules for the maintenance of organizational structure. Selznick conceives the control dilemma in bureaucracy as arising out of the need for delegation of power to organizational sub-systems. The increasing complexity of organizational tasks compels decentralization and delegation of responsibility to intermediaries. Such a measure brings forth the organizational paradox of goal displacement, the bi-furcation of interest between the central system and its decentralized sub units. Selznick also finds that bureaucracy tends to be conservative and overly in support of status qu. Alvin Gouldner examined aspects of Weber's theory of bureaucracy in relation to strikes, management and control, and his focus stuck to dysfunctional part of the bureaucracy,
especially its
excessive adhearance to rules and regulations. According to Gouldner, as a control mechanism, rigid organizational rules produce unintended consequences; the employees become focused on strictness of rules and regulations on their performance in terms of organisational goals. This, in turn, increases closeness of supervision leading to
the
promulgation of additional rules and regulations.Fritz
Morstein Marx in his The Administrative State: An Introduction to Bureaucracy (1957)
has labelled bureaucracy as 'ailments of organization'. Michel Crozier in his The Bureaucratic Phenomenon: An Examination of Bureauracy in Modern Organizations and Its Cultural Setting in France has focussed on "malady of bureaucracy ", while carrying out two case studies of
NSOU ● CC-PA-02 144 bureaucracy (in a public and in a relatively private setting) to examine the pathological aspect of their nature; he highlighted the vicious cycle of centralization and impersonality in large modern organizations. Crozier argues that organizations act as the site for conflict and politics and argues against theWeberian account of efficient organizations and their largely rational spaces. Instead, he sees them as sites for negotiation of complex power relations. To him, this can lead to decisions being made based on factors distinct from the overall goals of the organization. Crozier is critical regarding the vagueness of this concept and the resultant confusion the term inculcates. He reflects on three different dimensions the term 'bureaucracy' in social sciences lays stress on. He categorically points out that in the first sense, bureaucracy is government by bureaus, that is, by departments of the state staffed by appointed and hierarchically organized functionaries, who are ultimately subservient to a sovereign authority. The second dimension on which he focuses, directs the sociologists to consider bureaucracy as a developed form of organization based on impersonal rules aiming at rationalization of collective activities.
In

the third dimension, he takes note of is regarding the derogatory use of the term 'bureaucracy' in common parlance. It stands for ponderousness of the structure, slowness and routinisation of operations, complication of procedures, incongruity between the needs which bureaucracy should meet and the actual bureaucratic functioning, and the frustration of the officials and the clients. In Crozier's analysis of the different meanings of 'bureaucracy', there is a happy blending of the etymological definition of the term (being commonly used in Political Science and Public Administration) and the sociological and popular usages of the term. Anthony Downs in Human Behavior Inside and Outside Bureaucracy: Lessons from Psychology has pointed out that that public officials, like other human beings, vary in their psychological needs and motivations and therefore, behave differently in similar situations. Downs presents an agenda for a behavioral Public Administration that takes key issues in cognitive psychology and personality psychology into account; there will be certain biases when the bureaucrats exercise their authority. The renowned organization theorist, Warren Bennis, strongly criticises bureaucratic structuring in organizations and exposes the hidden obstacles in our organizations and in society at large – that conspire against good leadership. According to Bennis, within any organization an entrenched bureaucracy with a commitment to the status quo undermines the unwary leader. This creates an unconscious conspiracy in contemporary society, one that prevents leaders – from taking charge and making changes. More than four decades ago, he forecasted the demise of bureaucracy. Warren Bennis, a social scientist, predicts that bureaucracy is likely to be replaced with the new system better suited to the 20th century demands of industrialization. According to him, the forecast is based on the

evolutionary principle that every age develops an organizational form appropriate to its genius. The vacuum created by eclipse of bureaucracy, according to Bennis, will be filled up by temporary work systems which will be more adaptive to rapid social change. Lloyd Rudolph and Susane Rudolph have challenged the central theme of the Weberain model of bureaucracy

as the most rational construct in terms of production of organizational efficiency.

They raised doubt about formal rationality which may contribute to organizational efficiency, but

the

possibility of generating

organizational ineffectiveness by building up the sources of alienation and resistance and

of inflaming the struggle for power against authority may also be taken into account. Fred W. Riggs devoted almost his entire literary effort to explore how the administrative systems in developing nations are considerably shaped by their contexts of politics, economy, and culture and to establish that the Western models are relatively dysfunctional in such unique contexts. In this endeavor, Riggs began with an analytical framework known as the 'agraria-industria model', which highlighted the

contextual distinction of public administration between the traditional agrarian societies and modern industrial nations. According to Riggs, the agraria is characterized by self-contained and agriculture-based economy, family- or clan-based organization, divine authority source and communalistic value. He believed that the industria possesses interdependent market economy, achievement- oriented organization, secular authority, individualistic value, and so on. Thus the administrative system in the agraria is characterized by politics-administration fusion, lack of specialization, and ritualistic action; contrarily in the industria, it is based on politics-administration division, specialization, impersonal human relation, and functional action. With this reliance on contextual determinants, Riggs continued to emphasize on

a new analytical construct, known as the prismatic model to explain

the special conditions of the transitional nations. A society in which there is a mixture of traditional and modern structures is recognized as prismatic. The prismatic model was developed by Riggs to explain the administrative systems of the developing World. Weber believed in a more formalized, rigid structure of organization known as a bureaucracy. A formal structure

in which

rules, formal legitimate authority and competence were characteristics of appropriate management practices was designed by Weber, wherein focus was on 'Hierarchy', 'Division of Labour', 'Consistency' and 'Qualification', whereas the characteristics of Fredrick Riggs' prismatic model is recognized as 'Heterogeneity', 'Formalism' and 'Overlapping'. The contextual factors, according to Riggs, play significant role in shaping the nature of public administration in developing nations, which he termed as sala model administration characterized by the coexistence of universal

o cial norms and respect for traditions,

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influence of family and community on ocial decisions, prevalence of both ascriptive and achievement criteria leading to NSOU ● CC-PA-02 146 the 'attainment' norms in public oces etc., which demands a departure from Weberian model of bureaucracy. A sub-field of Public Choice theory is the study of bureaucracy. Public Choice theorists protest against highly disaggregable conservative attitude, the corrupt behaviour of public officials (bureaucrats), and the difficulty of altering inefficient policy tools. Public Choice theorists like Vincent Ostrom opposes bureaucracy, declaring it as anti-democratic, favours decentralization and propounds the idea of the participation of the masses in the Public Administration. The Public Choice Approach believes in the concept of 'Institutional Pluralism' and in democratic decision making and this theory condemns politics-administration dichotomy, hierarchical ordering of the employees in the organisation and 'Mono centric Administration'. Public choice theory attempts to look at governments from the perspective of the bureaucrats and politicians who compose them and makes the assumption that they act based on budget-maximizing model in a self-interested way for the purpose of maximizing their own economic benefits (e.g. their personal wealth). The theory aims to apply economic analysis (usually Decision Theory and Game Theory) to the political decision-making process in order to reveal certain systematic trends towards inefficient government policies. There are also Austrian variants of public choice theory (suggested by Mises, Hayek, Kirzner, and Boettke) in which it is assumed that bureaucrats and politicians are benevolent but have access to limited information. Public Choice theorists feel that bureaucrats are 'Generalists', that is, they are experts in managing things and hence can not be expected to handle well specific technical jobs. Further the centralisation of power in the hands of the bureaucracy tends to make them self-centred. Hegemony of bureaucracy seeks to promote self aggrandizement and unnecessarily inflate government and enhance cost, leading to minimisation of profit. So according to Public Choice theory, market forces must be allowed to operate freely, as they can contribute higher efficiency than the government in the economic domain. Presence of market forces will downsize the government/bureaucracy and will make the delivery of goods and services to the customers more transparent, cost-effective, simpler and economical. In 1972, German political sociologist Claus Offe, published a book on the Structural Problems of Late Capitalism where, a very in-depth study on the Weberian model has been made by Offe. The bureaucratic administration, as Offe points out, is that improbable and conditional from of organization of social action that precludes the 'thematization of its own premises'. The rule-bound bureaucracy means that the premises of action are not at the disposal of the actors themselves. Offe observes that under conditions of developed, welfare state capitalism, the rationality of bureaucratic action does not guarantee, but rather perhaps conflicts with, the functional rationality of the political system. What appears to be emerging to replace bureaucracy is a hierarchical model

NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 147

of organization capable of performing collective activities toward the achievement of school goals. Leadership in these heterarchical organizations will need to be considerably different. Demands for enhanced levels of efficiency and effectiveness have caused many to question traditional bureaucratic forms in public sector organizations. Team-based structures have been cited as an attractive alternative, perceived as facilitating the necessary levels of flexibility, innovation and responsiveness. But most of the post-colonial societies are drowned in the dilemma as to whether any alternative to the Weberian model will be useful to deal with administrative complexities, especially in newly formed democracies; moreover, every attempt to innovate new modes of administration is often frustrated by bureaucratic dominance. In a period of increasing demands for accountability, demographic changes within the organisations and economic crisis, bureaucracy is being forced to examine their fundamental structural assumptions. According to the critics, Bureaucracy is ill-suited to the demands of our post-industrial demographically diverse information society; it is said that bureaucratic characteristics not only are useless, but they are harmful too. However, despite all these negative notions, it cannot be denied that even in so-called communist or socialist states also Weberian bureaucracy has proved itself inevitable as an apparatus of administration. However, the expanded size of a bureaucratic organisation leads to even more elaborated and complicated hierarchial structure, making the deciosion making process cumbersome and often unmanageable. A huge bureaucracy beyond manageable extent and justifiable dimensions get disassociated from professionalsm and loose expertise. Existence of such bureaucracy becomes detrimental to the larger societal interest as they hardly works with their bureaucratic attributes of specialised knowledge, formality, neutrality, impersonality and rule boundedness etc.Bureaucracy should be uniquely apolitical, or instrumental. 5.4 Conclusion Max Weber's contention of bureaucracy is the most systematic attempt of theorization of bureaucracy. By this attempt he tried to remove the organizational inconsistencies of administration and to resolve the problems of governing a state. But bureaucracy as a perennial administrative structure elsewhere has reflected unresponsiveness, undue formalism, self-aggrndizement, conservatism and bias towards dominant economic and political classes. This administrative organization responds to the call neither of man nor of the market. Despite scathing criticism from various standpoints and corners, the compelling fact about Weberian bureaucracy is that his is a model altogether denied by those who intend to get the government in mess and to run it by people lacking in

knowledge, training, competence, expertise and prudence relevant to statecraft. In fact, bureaucratization of administration is appeared as a persisting force working in modern state system, and Weber is in no way responsible for it. This bureaucratization is required to be checked by the most deliberate and conscious process of more and more democratization of society and state and of humanization of its administration. 5.6 Glossary Displacement of goals, Trained incapacity, Over conformity, Dysfunction, Delegation.

Displacement of Goals : According to Michales it is the fenomenon by which original and idealistic goals of an organization are displaced by inferion goals require to maintain the organization Trained incapacity : Veblen diffiends it is as the inability to understand certain issued due to the Professional or Sociological meaning imparted to individuals. Over Conformity : To comfort to a great extend than necessary on desirable. Dysfunction : Abnormality in the operations of an Organization. Delegation : To entrust one's responsibility to another brunch of the organization which is lower in rank or power. 5.5 Summary ●

Weberian bureaucratic model has been criticised as a 'Closed System' which takes little account of organizational interactions with the environment. ●

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Robert Merton and other sociologists have questioned the rationality of the

webler's model saying that it result in certain dysfunctional consequences. ● Talcott Parsons questioned the internal consistency of Webler's bureaucracy. ●

Philip

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80% **MATCHING BLOCK 130/133** W

Selznick, Pointing to the division of functions in an organisation shows how sub-unit setup goals of their own sometimes conflicting with the organisation as a whole. ● Simon and Barnard have proved that

87% **MATCHING BLOCK 131/133** W

administrative efficiency would be reduced if we follow webler's structural approach.

NSOU ● CC-PA-02 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 149 5.7 Model questions ● Explain how and why Max Weber's ideas on
bureaucratic precision has been countered by many critics. ● Mention the classic criticisms of the bureaucracy and explain the popular solutions for reforming it. ● What are
the
problems associated with bureaucracy? ● Mention the major criticisms of Weberian bureaucracy. ● Is these any alternative model of officialdom in developing countries? Explain. 5.8
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nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 NSOU ● CC-PA-02 1.0 Structure 1.1 Objectives 1.2 Introduction 1.3 Hawthrone experiment – the birth of Human Relations School 1.4 Elton Mayo 1.5 Critique of Human Relations theory Keywords 1.6 Conclusion 1.7 Summary 1.8 Glossary 1.9 References 1.10 Model Questions.
Unit-I Elton Mayo- Human Rela Ÿons Theory 1.1
Objectives 1.2 Introduction
Reading the materials of this unit the learners will understand ● the
basic issue in human Relations theory, ● the impact of human behaviour upon the overall productivity of an organization, ● the cardinal features of human relations theory and its importance in the study of public administration and ● limitations of Human Relations theory The Human Relations theory, elevates the human factor to the centre stage of organization. Instead of reifying institutions, like the classical mechanistic theories of organization, this theory considers workforce of an organization as human beings equipped with social and cultural traits. Drawing heavily on the insights of Behavioural Revolution in Political Science this school refuses to relegate employee into mere component of an organization. 'Human problem requires a human solution' this adage perhaps captures the essence of Human Relations theory. Demonstrating the futility of the traditional approach, the theory has shown how formal organization resorts to non-human data to sort out human problem. Human Relations school believes that the success of any organization is contingent upon the
151 2
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happiness quotient of its workers. Hence, an organization has to keep its workers in good humour. However, in a bid to empowering human elements in organization, the said approach did not celebrate the 'Economic Man' as eulogized by the traditional and mechanistic theory. The construction of the 'economic man' was the epitome of insatiable capitalist aspiration of time. The Human Relations theory has crowned the 'Social Man'. According to this theory, an organization cannot hire an employee without his social, cultural and psychological context as individual employees are the product of cultural and social context. Hence, any attempt to denude an employee of his social ties in the name of scientific approach would reduce him to a mere machine and demotivate him to do his work with enthusiasm. In sum, the essence of Human Relations theory may be encapsulated in the following four points: first, organization is conceptualized as a social system; secondly, unlike the mechanistic theories of organization,
the
theory did not consider workers as the mere appendage of the organization driven by material incentives. In fact, they are viewed as human beings endowed with all the humanly qualities. Thirdly, the theory lays a lot of emphasis on the informal elements of organization that plays an important role in organizational output. Fourthly,
the
theory views organization from the vantage point of social ethics. 1.3 Hawthorne Experiment-The Birth of Human Relations Theory The roots of Human Relations theory can be traced back to the famous Hawthorne experiments. With an objective of addressing the
recurring problem
of moderate industrial productivity, the scholars, subsequently known as Human Relations theorists, have identified the centrality of human relations especially informal relations in shaping the organizational output. Hawthorne plant of the General Electrical Company at Chicago was otherwise known for its progressive nature in terms of better pay structure, congenial work environment, liberal working hours, better living conditions, and cordial employer-employee relationship. Hence, the problem of stagnant growth at Hawthorne was no less a puzzle. The management had tried everything from Taylorism or Fayolism to overcome the crisis, but with no avail. Eventually, the management had solicited the expert advice from Harvard Business School. Elton Mayo and his research team were entrusted with duty of finding a solution to the problem. The said team had carried out a number of experiments during 1920s and 1930s which include among them were the Great Illumination Experiment (1924–27), the Human Attitudes and Sentiments (1928–31), the Bank Writing Experiment (1931–32).The findings of study were literally startling from the point of view of traditional mechanistic theories of organization: Firstly it concludes that the worker's productivity in an organization is not determined by his physical ability alone. In fact it is very much determined on

his capacity as a social being.Secondly, it has repudiated the claim of centrality of economic factor in the overall productivity and demonstrated how non-economic rewards and sanctions have substantially affected the worker's behaviour.Thirdly, it has floated the concept of 'Social Man' rooted in society and group, instead of elevating the popular concept of the 'Economic Man' as a discrete rational chooser. Fourthly, it has also come out with a startling human behaviour as a social animal. The study uncovers that workers' tend to form informal groups within themselves, which have substantially shaped their behaviour towards production and management. Hence,in a nutshell sum the Human Relations theory has the following redeeming features: first, unlike the mechanistic theory of organization, it has adopted a holistic social perspective of organization. Secondly, it lays emphasis on the uniqueness of each individual by treating workers as human being with all the humanly traits. Thirdly, the theory has identified informality in the form of informal groups in organization Fourthly, it gives primacy to social thesis instead of . individual ethics. Finally,
the
theory has introduced a new type of management concept known as participatory management. 1.4 Elton Mayo Elton Mayo is known for his lifelong advocacy of human element of organization. He was not only instrumental in bringing in human relations approach to organization theory but also acted as the forerunner of the motivation theory, team building and group approaches of modern organizational management. Throughout his illustrious career as a Professor of Industrial Research at Harvard University, Mayo had carried out several innovative researches including the path-breaking Hawthorne studies. Mayo's proclivity to study organization from the vantage point of human psychology is largely attributable to his training in medicine, psychology and philosophy. Mayo had documented his lifelong experiences in the following books:

The Human Problems of an Industrial Civilization (1933), The Social Problems of an Industrial Civilization (1945), and The Political Problem of Industrial Civilization (1947). Despite Mayo's association with the path-breaking findings of the Hawthorne Studies and the resultant birth of human relations approach to organization, any cursory glance at his earlier works would reveal that Mayo was well versed with human elements much before his Hawthorne experiment. The Hawthorne studies, in fact, was the empirical validation of his ideas. The central argument on which Mayo put his idea of human relations was that employees unlike the environmental or economic factors are more likely to be motivated by the human especially relational factors like recognition, appreciation, attention, and camaraderie. Hence, Mayo's contribution to the

153 2
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organization theory, especially his observation in Hawthorne studies, had a consistency. Mayo throughout his life had been concerned about the social disorganization and the resultant fragmentation in industrial societies. If one starts revisiting Mayo's earlier works which were drafted in the context of Australia carried the same concern for industrial societies. With a profound understanding of the malaises of the industrial society, Mayo had approached the problem of Hawthorne plant. According to him, conflict in human society, especially political conflict indicatives deeply entrenched social diseases. Drawing on a communitarian perspective, Mayo had called for 'spontaneous cooperation' among all the stakeholders to get rid of persistent organizational discord and to restore harmony. To him individual's sense of 'social function' only has the potential to arrest the civilizational decay. He had criticized the social scientists, businessmen and politicians for neglecting the centrality of human cooperation in the smooth functioning of organization. 1.5 Critique of the Human Relations Theory Though the Human Relations theory has opened up new horizons in organization theory it could not escape critical scrutiny. In fact, critics were rather apprehensive of leaving organization to the whims of the workers. For example Urwick's satire on this deserves some attention here. He believes that any attempt to reformulate organization in accordance with the individual idiosyncrasies is as foolish a attempt of designing an engine in accordance with the whims of one's maiden aunt rather than with the laws of mechanical science. There is no denying that above statement is indicative of a deep-seated mistrust regarding the human elements of administration. The major criticism lebelled against human relations theory are as follows: ● First, major objection with the Human Relations theory is the reductionist approach it adopts. That is, the theorists have a propensity to reduce all sorts of organizational malfunctioning to the typical managerial apathy towards human relations. ● Secondly, some critics have uncovered the hidden interest of capital behind the birth of human relations approach via Hawthorne experimentation. With an objective of meeting the growing demands of labour during and after the Second World War, it was argued, that the human relations was brought into being. ● Thirdly, the Human Relations theory has also become the subject of criticism for its abstract psychological leaning. Caiden has picked up rightly that the theory is infected by 'vagueness, psychological jargon, distortion of

154 2
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the organizational environment, and unwillingness to distinguish the . administrative aspects'. ● Fourthly, the human relations theory is also subject to criticism for glorifying the human elements of organization at the cost of basic structure. Despite the

above criticisms it is hard to deny the contribution of human relations approach to the organization theory. It has foregrounded the centrality of social environment in the overall output of the workers. Further it stresses on the appropriate communication between the workers and the management. Another redeeming feature of this school to organizational management is that it has discovered the criticality of informal organization in the overall performance of an organization. 1.6 Conclusion The human relations method finished extraordinary involvement to the organization theory. The tests led by the scholars of this school ensued in the appearance of a new concept that an

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organization is a social system and the worker is the most vital element

in it. Their experiments established that the person in an organizationis not a simple tool but a multifaceted personality interrelating in a group condition which is difficult to recognise. In totality, the human relation school was mainly accountable for a chief move in the organization theory and this move caused in appearance of a new concept known as organizational humanism which became a major field in the social science disciplines. The results of the Hawthorne experiment were published in 1941 The results have led to an increase in knowledge and understanding of workers and their work. The Hawthorne study provides a landmark to the evolution of management thought and made a significant contribution to the process of humanizing organization and management. The major contributions of Hawthorne studies can be presented as follows. ● Employees are not motivated solely by money Personal and social factors are also important to motivate employee's attitudes towards their works. ● Informal leaders play an important role in setting and enforcing group norms. ● Management must understand and recognize interpersonal and group relationson the job. ● The importance of recognizing the concept of "social man" becomes unavoidable. ● Effective supervision plays an important role in maintaining employee's morale and productivity.

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The human relations approach lacks adequate focus on work. It lays all emphasis on interpersonal relations and informal groups. Human relations tend to neglect the economic dimensions of work satisfaction. 1.7

Summary ●

In the foregoing analysis an attempt has been made to

introduce Human Relations theory, especially how it originates via elaborate experimentations at the Hawthorne plant of General Electrical Company. ● With an objective of exploring the reasons behind the moderate productivity despite the application of all the known methods of incentivization, a group of theorists led by Elton Mayo had stumbled upon an unexplored terrain of organization i.e. human element. ● In the context of Hawthorne experimentation, they have identified the relative apathy of the organization theory towards human elements of organization. Mostly preoccupied with the mechanized theory of organization, mangers usually ignored the role of human factors in the overall performance of an organization. Consequently the status of employees in organization had been relegated to a mere cog or appendage of the organization. Human Relations theory considers organization as human organization which requires human solution. 1.8 Glossary Mechanistic theory of organization, Behaviourial revolution in social science, Employer-employee relations, Concepts of social man and Economic

man. Mechanistic theory of organization : It is an organizational structure with centralized authority, division between departments and specialized roles that work independently of each other. Behaviourial revolution in social science : It advocate the use of empirical and scientific methods in the study of human political behavior in each society. Employer-employee relations : It is the way an employer and employees view and treat one other in a work setting.

156 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 NSOU ● CC-PA-02 Concepts of social man : A person whose decisions are highly influenced by sociological conditions. Concepts of Economic man : A rational person who attempt to maximize the utility recovered from monitary outflows. 1.9 Model

Questions 1. Write a critical note on Human Relations theory as propounded by Elton Mayo. 2. Examine the major features of Human Relations theory. 3. Elucidate the major criticisms labeled against Human Relations theory. 1. Mention in brief the central idea of Human Relations theory. 2. Examine Mayo's contribution to organization theory. 3. What is the significance of Human Relations theory in Public Administration? 4. Write a short note on

the Hawthorne study. 1.10

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157 2
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Objectives 2.2 Introduction 2.3 Simon's Rational Decision-Making Approach 2.4 Major criticism 2.5 Conclusion 2.6 Summary 2.7 Glossary 2.8 Model Questions 2.9
References Unit-II Herbert Simon-Decision Making Theory 2.1
Learning Objectives After studying the material of this unit the learners will understand ●
importance of decision-making in Public Administration ● the act of decision-making as meant and propounded by Herbert Simon ● role of rationality in decision-making ● limitations of Simon's theory of decision-making 2.2 Introduction Decision making lies at the heart of any organization. Herbert Simon is known for his pioneering contribution to decision making, especially for deciphering the intricacies of decision making, so long remained relatively unexplored. Unlike the traditional approaches which equate decision making with a specialized activities associated with seasoned mandarin, Simon considers it as an indispensible part of policy making in an organization. Every part of organization, Simon, argued is associated with decision making. It depends upon the sagacity of the administrator to spot the area of an organization that deserves a new decision. However, it would be wrong to consider decision making as 'the' task of the administrator. Rather, it is a complete team work starting from chief executive officer (CEO) down to
the
rank and file of the organization. Hence, it has no starting point or finishing point as such. It would better to be understand it
as a continuum involving a series of steps including feedback and follow up actions. Apart from Simon's rational decision making approach, three more approaches like Bargaining
158 2
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approach, Participative approach, and Public Choice approach are also recognized under the rubric of decision making. 2.3 Simon's Rational Decision Making Approach Simon considers organization as a structure solely concerned with decision- making. Throughout his career, Simon's intellectual pursuit of decision making was to explore human nature. In the introduction of his book Reason in Human Affairs he had noted it in the following words: "the nature of human reason-its mechanisms, its effects, and its consequences for the human condition- has been my central preoccupation for nearly fifty years". To him decision making, unlike the popular perception, is not confined to any particular part of organization or any specific section of personnel. In fact, 'decisions are made at every level of organization'. Simon had tried to lay bare the complex inner dynamics of decision making in an organization by identifying several value premises that are embedded in a given decision. For example, Simon has recognized several such value premises like decision maker's preferences, social conditioning and so on, which have substantially determined the decision making process. In order to make the complex process of decision making intelligible to the common people, Simon has divided
the decision making process into three successive phases, viz, intelligence activity, design activity and choice activity.

Whereas, intelligence activity refers to a kind of alertness on the part of the decision maker regarding the environment, especially locating the portion of an organization calls for immediate intervention in terms of decision; design activity on the other hand, stands for spelling out of possible alternative options to be deliberated upon; and finally the choice activity, signifies settling down for a particular option out of the available alternatives. However, the above categorization by Simon is only meant for analytical purposes. In fact, in real situation they are mostly intertwined in nature. Hence, decision making entails selection among the alternative plan of actions by logically coordinating between fact and value propositions.The distinctiveness of Simon's decision making approach is the rationality criteria, which clearly gives him an edge over other proponents of the decision making theory. As a pragmatic theorist, Simon was quite vigilant about a common tendency among the decision makers to get carried away by lofty ideals and to set unreachable goals. Hence, actual decision making behavior falls short of the ideal of objective rationality. To him the rational-objective position is an abstraction from the messy world of real politics which depicts the world of decision makers is a rosy world, containing the following conditions: "a well-defined problem, a full array of alternatives to consider, full baseline information, full information about consequences of each alternatives, full information about consequences of each alternative, full information about values and preferences of citizens, and fully
159 2
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adequate time, skill, and resources."However, the actual situation is far more complicated than it is assumed in comprehensive rational decision. James March and Herbert Simon, in Organizations have shown that actual decision making situation is marked by the following conditions: "ambiguity and poorly defined problem, incomplete information about alternatives, incomplete information about baseline, the background of the problem, incomplete information about the consequences of supposed alternatives, incomplete information about the range and content of values, preferences and interests, and limited time, limited skills and limited resources". Hence, the absolutely objective rational decision is a contradiction of term. Charles Perrow has nicely encapsulated the concept of bounded rationality: 'Given the limits on rationality, what does the individual in fact do when confronted with a choice situation?' He constructs a simplified model of the real situation. This "definition of the situation," as sociologists call it, is built out of past experience (it includes prejudices and stereotypes) and highly particularized, selective views of present stimuli. Most of his responses are "routine"; he invokes solutions he has used before. Sometimes he must engage in problem solving. When he does so, he conducts a limited search for alternatives along familiar and well- worn paths, selecting the first satisfactory one that comes along. He does not examine all possible alternatives nor does he keep searching for the optimum one. He "satisfices" instead of "optimizes." That is, he selects the first satisfactory solution, rather than search for the optimum. His very standards for satisfactory solutions are a part of the definition of the situation. They go up and down with positive and negative experience. As solutions are easier to find, the standards are raised; as they are harder to find, the standards fall. The organization can control these standards and it defines the situation; only to a limited extent are they up to the individual.' He has prescribed a moderate level of rationality (bounded rationality) based on a practical level of satisfaction. At least four types of constraints or 'bounds' can be identified in making a rational decisions, viz cognitive limits in case of bounded rationality I, social differentiation in case of bounded rationality II, pluralistic conflict in case of bounded rationality III, and structural distortion in case bounded rationality IV. The salient features of Simon's decision making approach may be summarized as follows: ● Fact–Value proposition in decision making: According to Simon decision making in an organization is solely contingent upon the proper coordination between fact and value proposition. ● Rationality criteria in decision making: The decision making approach propounded by Herbert Simon is also known as rational decision making approach for its purported rationality criteria. However, unlike the economists, who have been using the rationality criteria in terms of economic parameters, Simon used it in terms of the means–end construct.
160 2
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Simon had ruled out the possibility of attaining total rationality in administrative dispensations. To him, total rationality in a real administrative context is a near impossibility. Since, the search for rationality is a seemingly endless process, Simon advised administrators to draw a line somewhere. In other words, administrators have to be contented with a moderate level of rationality or what is coined by Simon as 'bounded rationality', based on a point of adequate satisfaction or 'satisfycing'. With an intention of capturing the moderate or satisfactory state of mind of an ad- minister, Simon has introduced the term 'satisfycing', combining two English words—satisfactory and sufficing. Hence, Simon's decision-maker is not merely an utility 'maximizing' man, rather a satisfying man. The essence of Simon's usage of the word 'satisfycing' can be better understood if we draw on Herbert Simon only:"While
Economic man maximizes, selects the best alternative from among all those available to him-
his cousin, whom we shall call Administrative Man, satisfices-looks for a course of action that is satisfactory or good enough." While
economic man maximizes, selects the best alternatives from among all those available to him-
his cousin, whom we shall call Administrative Man, satisfices- looks for a course of action that is satisfactory or good enough. 2.4 Major Criticisms However, Simon's rational decision making approach is not free criticism. His efforts to construct a value-free science of administration have been subjected to scratching criticism. For example, Selznick argued that in Simon's decision making 48 approach there was a clear-cut divorce between the means and the ends . Similarly his concept of rationality has been criticized for grossly overlooking
the role of intuition, tradition, and faith in decision-making.
For Argyris, institutions, traditions, and faith have a pivotal role in the decision making process, which Simon seemed to have ignored in quest
of achieving
status quo in organization. In addition to that, Simon had also coined the term 'satisfycing' to rationalize incompetence in organization. Some critics have argued that Simon's notion of rationality had an instrumental rationality, designed to rationalize the capitalist immorality. Above criticism notwithstanding, Simon's contributions not only considered as
a major breakthrough in the evolution of administrative theory, but
also has necessitated the use of various management techniques in public policy-making. 2.5 Conclusion In sum,
the
decision making theory, its criticism notwithstanding, has uncovered the nuances of decision making in an organization. Though, Simon
161 2
nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022
introduced a rational theory of decision making, he was not unaware of the limitations a manager has to work under. Hence, Simon wants his manager to draw a line in his pursuit of absolute rational decision since the absolute rational decision is no less a mirage. 2.6 Summary ● Decision making substantially constitutes the very core of administration, be it public or private. ● Simon's theory of decision-making argues that every aspect of administration revolves around decision making. ● As Simon contends, decision making requires rationality. But as the decision makers do not know in advance all the consequences of decisions to be taken and as they have inadequate information relevant to proper decision making, they look for a satisfying course of action in the arena of decision making using bounded rationality in the place of absolute rationality. 2.7 Glossary Bargaining approach, Public Choice approach, Participative approach, Human nature in decision-making, Bounded Rationality, Instrumental Rationality.
Bargaining approach : Characterized by the interaction of actors who have a common interest in reaching an agreement but strive to maximize their individual gains. Public Choice approach : The public choice approach answers that public servants are always motivated by the wauls to maximize the welfare of society. Participative approach : In the approach the person in charge of solving a problems or designing an innovation involves people who are directly concerned by the result of his or her work. Human nature in decision-making : Decisions are made explicitly wherever one consciously combines beliefs and values in order to chose a course of action. Bounded Rationality : It is the idea that rationality is limited when individuals make decisions and under these limitations, rational individuals will select a decision that is satisfactory rather than optimal. Instrumental Rationality : Behaving in the world so that you get exactly what you most waul, given the resources available to you.
162 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 NSOU ● CC-PA-02 2.9

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163 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 3.0 Structure 3.1 Objectives 3.2 Introduction 3.3 Motivational theory of Maslow 3.4 Critical evaluations of Maslow's theory 3.5 Conclusion 3.6 Summary 3.7 Glossary 3.8 Model Questions 3.9
References Unit-III Socio-Psychological Theory: Abrahon Maslow 3.1
Objectives After studying the materials of this unit the learners will understand ● the
central idea of Maslow's Theory of Motivation ● the points of criticism labeled against his theory ● significance of his theory Theory of Motivation 3.2 Introduction The socio-psycholgical approach/theory introduces a fresh perspective to the theory of organization by exploring psychological roots of human behaviour. In order to understand the variability of the organizational output, this new approach borrows liberally from the works of sociologists and psychologists. This new theory relates human behaviour with organizational productivity. Thanks to its preoccupation with human behaviour, this group of theories is also known as behavioural theory. The rigorous scientific study of human behaviour in diverse social environments was the basic objective of this school. Several conceptual dimensions of organizational behaviour like motivation, leadership, communication, organizational conflict, organizational change, organizational development, and group dynamics have been discussed under this school. Scholars like Abraham Maslow, Frederick Herzberg, Douglas McGregor, Rensis Likert, Chris Argyris, were among the few who have contributed to the development of this school. The origin of behavioural school can be traced back to the famous

Hawthorne experiment and the consequent rise of the Human Relations theory. Hence, behavioural approach can be regarded as a continuation of human relations approach. However, a subtle distinction is present between
the Behavioural approach and its precursor Human Relations approach. Whereas, the

Human Relations approach is too much preoccupied with workers' satisfaction, Behavioural approach, on the other hand, seeks to gauge human psyche to make sense of the puzzle as to why people behave the way they do. 3.3 Motivational theory of Maslow Dr. Abraham Maslow was one of the famous behaviouralists and social psychologists. In 1943, he published a paper entitled 'A Theory of Human Motivation". His book, "Motivation and Personality" was published in 1954. In these two works he developed his theory of motivation, a unique addition to the theory of organization. His theory of motivation is known as Hierarchy of Human Needs theory. In this theory, Maslow explains how the motivation of the workers and the employees is built through fulfillment and gratification of the rising and developing needs and expectations. For this reason, his theory of motivation is also regarded as the Satisfaction of Needs theory. Maslow constitutes a few hypotheses regarding how motivation of workers can be built and grown. These hypotheses relate to the following considerations. 1) Generally man uses to search for satisfaction of his needs or desires. As he becomes satisfied with fulfillment of some primary needs he becomes anxious to have other set of qualitatively better and improved needs to get them fulfilled and to have greater and better satisfaction in a comparatively better way. So the more a man becomes satisfied the more he becomes desirous of having greater and better satisfaction from fulfillment of greater and better needs and expectations. 2) Attention and commitment to work are always preceded and dictated by firmbelief and objective of achieving success in need-fulfillment and by strong will to have full satisfaction in need-fulfillment. 3) Dissatisfaction instead of satisfaction accrued from need-fulfillment is the source or cause of motivation. It implies that needs are of various types and of varying qualities and also they are stratified. After fulfillment of some needs having particular forms and qualities some other higher needs having relatively better qualities are grown to become fulfilled. These latter needs which are of higher and better qualities than the former or the preceding needs motivate a man to do things in a better way with strong will, enhanced promptitude and greater enthusiasm. Maslow has mentioned of five kinds of needs and expectations which belong to five upward stratums. The needs and expectations belonging to lowest stratum are the 'physiological needs'. These physiological needs relate to hunger, thirst, food, clothes and shelter etc. These needs are thus the most primary or basic and these are
165 2
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related to the basic biological needs for an individual. Satisfaction of these basic or primary needs, Maslow argues, is

required by the individual for his survival which is a basic requirement for him. After this need-fulfillment, an individual expects security of life or life free from fear of insecurity. At this developed second stage, he or she tries to have satisfaction out of fulfilling the needs and expectations related to security of life. The expectations of organized life condition bereft of danger and insecurity motivate and induce him or her to work. The needs and expectations of this second stage are called 'safety needs', according to Maslow. In the next upper third stage, the individual expects to acquire the status of social being after gaining love, affection, co-operation and fellowship from others in his or her surroundings. He or she at this stage expects to make an agreeable and loving social environment. In the earlier two stages, the expectations and needs were exclusively personal and self-centric. In this third stage, he or she requires these needs and expectations to become fulfilled for his or her individual self. But, as Maslow observes, these needs and expectations are deeply associated with the sense of sociability and with its constituents. The needs and expectations of this third stage are, according to Maslow, 'love needs' or 'social needs'. In the fourth stage, the individual, as Maslow contends, expects self-respect, social dignity and social recognition to acquire and then to become satisfied after fulfilling these expectations. Self-respect is called to be a personal need of an individual but social dignity and social recognition are not easy to achieve. They are achieved from the society, but the individual is resolute to strive to achieve them too. The needs and expectations of this stage are 'esteem needs', according to Maslow. The needs and expectations of the fifth and final stage are called by Maslow as the 'self-actualization needs' or the 'growth needs'. After accruing satisfaction achieved through fulfillment of the former four types of needs and expectations, the individual in this stage tries to become satisfied with full enjoyment of whatever considered important and essential for being a complete human being with full ability and potentiality. As Maslow observes, the satisfaction of individual reaches its peak or gets full if he or she actualizes his or her cherished needs and expectations in real life. Maslow opines that when an individual becomes a superior individual after fulfilling various needs and expectations at various stages or at various levels, he or she seeks to move forward to achieve the highest and perfect goals of life and with the attainment of these goals he or she becomes a perfect individual. For this reason, Maslow has called the needs of this fifth stage as also being the 'growth needs'. An individual seeking fullness in life becomes fully satisfied when he or she gets highest and fullest satisfaction of the highest needs and the highest expectations. As Maslow points out, the types of needs and expectations that a person intends to get them satisfied as well as the corresponding stages are both ascending. They are moving upward, from relatively lower to higher state. Both they are directed to

166 2

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qualitative growth and development. The nature and standard of human needs and expectations are, according to Maslow, are primarily low but they move upward as soon as they get fulfilled

by the satisfying person. The diagram, drawn below, expreses vividly the hierarchy of needs as explained by Maslow.

The Hierarchy of Needs

theory as propounded by Maslow is sourced from viewpoint of human relations. This theory has depicted the limitations of bureaucratic organization that relies on stratification, specialization and particularization of work, formalism, anonymity, impartiality and rigid adherence to rules, etc. Bureaucratic organization promptly rejects the importance and relevance of intention, will, expectations, and satisfaction either of the role performer or of those for whom the role performer performs. In the theoretical scheme of Maslow an organization is essentially human and social organization, and

a person is not one conforming to a machine. He or she does have his or her own intention and will, desire and expectation and these intention and will, desire and expectation motivate and drive him or her to work or not to work for definite goal or goals to achieve. _____5_____

Self-actualization needs _____4_____ Esteem needs _____3_____ Love or social needs _____2_____ Safety needs _____1_____ Physiological

167 2

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Maslow's exposition, however, is not examined by experience. Maslow has not provided empirical evidences in favour of his arguments. For methodological reasons, therefore, his theory is not a complete one. Secondly, the way Maslow has stratified the needs and expectations of persons is either oversimplified or arbitrary. His projection of the sequences of needs seems to be baffling for many who do not feel about needs and expectations in the same way and same direction. A very ambitious person can desperately set his or her higher objectives to pursue or to achieve discarding love, assistance and co- operation of other fellows around him or her. He or she again can go for fulfilling the higher needs requirements leaving the needs and requirements of the interim stage to halt for sometimes. So the needs and requirements of persons do not follow any uni-linear direction in setting their needs and requirements according to any fixed sequence. So Maslow's theory is far from being a right projection of human needs and requirements. Thirdly, the concept of self-actualization of the highest and superior quality needs and expectations is not distinct. Because of various constraints all persons cannot always become the persons as they desire to be. In fact, no organization can have such resources at its disposal as it enables all its members to attain whatever they like to pursue and to achieve in life. Maslow's theory has not thus given due attention to the constraints of need fulfillment. Fourthly, Maslow's theory, as some critics argue, denies the importance of structure, principles and work environment of organization. It conceals the hidden interest and motive of profit-making in organizational functioning emphasizing only human element as a factor in production. 3.5 Conclusion Although Maslow's theory has been subjected to criticism, his ideas have greatly influenced the other behavioural scientists such as Chris Argyris, Douglas McGregor Renis Likert and Fredrick Herzberg. Maslow's theory of human motivation based on satisfaction of basic and other higher needs can hardly be denied as it involves enormous implications for the administrators who need to motivate large number of employees and workers for optimum performance for yielding optimum output in their respective organizations. In fact, there are several parallels in our daily life, which validate the centrality of Maslow's arguments. In an organization too, if an administrator understands the ascending needs of the employees and workers, he creates there conditions accordingly for the satisfaction of their needs and expectations. Also, if the employees and workers find condition

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conducive to the satisfaction of their ascending needs and expectations they work for the organization with increasing enthusiasm. 3.6 Summary · Maslow has given a fresh perspective to the theory of organization exploring the psychological roots of human behaviour. · Maslow is of opinion that man is always in pursuit of satisfaction of varying needs and it motivates him or her to do his or her work. · Maslow

refers to

five kinds qualitatively growing needs that correspond to five ascending stages pursuing and fulfilling these needs man becomes a perfect man. · Maslow's contention about the source of motivation is not validated by empirical research data and, hence, it is limited. · Despite its limitation, Maslow's theory has influenced modern management theory and later researches to a great extent. 3.7 Glossary Socio-Psychological approach, Man-Organization relationship, Motivation, Needs Hierarchy.

Socio-Psychological approach : The Socio-Psychological approach asserts that individual and society are interlinked. Man-Organization relationship : Organizations have different relationship different man employees - clients, share holder etc. There interrelationship is determine by the object of their association with the organization. Motivation : Motivation is a state-of-mind, filled with energy and enthusiasm, which drives a person to work in a certain way to achieve desired goals. Needs Hierarchy : The Pyramid of Hierarchy of needs comprises of physiological needs and selfly needs at the bottom while social needs, esteem needs and self actualization needs at the top. 3.8 Model

Questions ● Explain Maslow's Theory of Motivation. ● Discuss Maslow's Theory of Needs Hierarchy. ● Critically examine Maslow's Theory of Needs Hierarchy.

nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 ● Examine, following Maslow, how the needs hierarchy operate in creating motivation. ● What are the basic assumptions on the basis of which Maslow builds his Theory of Motivation? ● Mention after Maslow the five types of needs that an individual seeks to pursue. ● Is Maslow's Theory of Motivation a consistent one? Argue your case. ● Explain any two needs of Maslow's needs hierarchy. ● Explain in brief the importance of Maslow's Theory of Motivation. 3.9

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170 2
nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 NSOU ● CC-PA-02 4.0 Structure 4.1 Objectives 4.2 Introduction 4.3 McGregor's Theory X 4.4 McGregor's Theory Y 4.5 Critical Evaluation 4.6 Conclusion 4.7 Summary 4.8 Glossary 4.9 Model Questions 4.10 References Unit-IV Socio-Psychological Theory : McGregor 4.1 Objectives After studying the materials of this unit the learners will understand · meaning and content of Theory X · meaning and content of Theory Y · differences between Theory X and Theory Y · shortcoming of these two theories. 4.2 Introduction For understanding the relationship between man and organization, socio- psychological approach is an important theoretical tool. From the perspective of socio-psychological analysis we can appreciate why people work or do not work satisfactorily in their respective organization. Socio-psychological analysis seeks to unearth the intricate human nature and to find out the several multi-dimensional trends implicit in human behaviour, which together induces human being to do or not to do work for the formal organization to which he or she belongs. We have a few management theorists who from the socio-psychological standpoint have tried to explain human nature and human behaviour of persons associated and engaged in organizations producing goods and services for the community. In this unit, the learners will be offered a very important discussion on the theory of motivation
171 2
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propounded by Douglas McGregor, a noted psychiatrist, who put together some negative and positive trends implicit in the nature and behaviour of people that get them averse or eager towards work in organization. 4.3 McGregor's Theory X Douglas McGregor is an American socio-psychologist who is known for his famous Theory X and Theory Y. He was one of the protagonists of behavioural movement of the post-Second World War period. He did have extensive research works in the field of social psychology and behavioural science. In his great work, 'The Human Side of Enterprise', published in 1960, he had illuminated the theory of motivation which is very important in organization and management. 'The Professional Manager' is hi another important work which was published in 1964. In these two works, McGregor discussed on the attitudes of both the workers or employees and the managers in organization and emphasized the need for correcting the negative attitudes and negative behaviour and for utilizing the positive attitudes and positive behaviour in the accomplishment of the productive purposes of the organization. According to McGregor, the negative assumptions and attitudes of the workers and the employees are the constituent parts of Theory X. The main assumptions of this Theory X are: 1. Man is generally lazy and does not want to work. He is averse to work and he does not like work and hence he tries to avoid work. 2.
Because of this human characteristic of dislike of work, most people are coerced or threatened and controlled with
punishment to get them put forth adequate effort towards the achievement of
organizational objectives. 3. The average human being prefers to be directed
and he wishes to avoid responsibility. 4. The average human being is less ambitious and he expects the security of his job and earning. 5. He again does lack creativity and he is indifferent to the demands and requirements of his organization. 6. Normally the average individual is averse to and he resists change. These negative assumptions belonging to the contention of Theory X, according to McGregor,
are

too disheartening. The workers or employees here are opposed to work and got prey to insecurity, fear and punishment. Management itself, on the other hand, shoulders the responsibility for assembling all the factors of production and the managers here are required to control their workers or employees, manage their efforts, motivate them and modify their behaviour to accomplish the purposes of organization. Also, in order to get their organization to run in the productive direction, the managers intervene to get either employees or workers persuaded,

172 2
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rewarded and motivated. But in the place of this soft management strategy if the managers adopted hard strategy involving coercion, control, punishment and threat, the organization may soon face militant unionism, sabotage and antagonism which may defeat the purpose of management and jeopardize even the existence of organization. But soft management strategy, as McGregor opines, is not a sane one and it is limiting because it overburdens the managers with excessive works which are not their own and which retards them in becoming innovative and creative agents of management in organization. Theory Y does not explain how workers or employees get motivated and thus it does not illuminate the total texture of human attitude and behaviour. McGregor, hence, had proposed an alternative theory called Theory Y which will be discussed in the following part of this study unit. 4.4

Mc Gregor's Theory of

Y In comparison to those of Theory X, the assumptions belonging to Theory Y are positive seemed largely adequate in realizing human potentialities. This Theory Y represents altogether a reverse explanation of the relationship human being and management. The assumptions in Theory Y are helpful in co-ordinating the functions of organizations oriented to the prompt achievement of cherished goals Under Theory Y the assumptions about human behavior are: 1. In a sound and healthy organizational environment, an average man's love for work is as natural as play and rest. He is not inherently averse to work and he gains and enjoys satisfaction in work performance and this satisfaction acts as a source of pleasure and enthusiasm inducing him to perform more and more work. 2. Most people are governed by their own sense of self-control and self- direction while performing work. 3. Under proper conditions, most people are ambitious. They learn to accept responsibility and perform duty towards organizational achievement. 4. Most people can have the capacity and potentiality to generate and apply creativity in case the organization faces crisis or critical problems. 5. Most people do have imagination, ingenuity and innovativeness, which enhance the capacity of the organization to cope with new challenges of future growth and development 6. People perform in organization not because of threat of coercion and punishment. They work for rewards which are associated with satisfaction of the organizational goal achievement and this achievement actualizes the dream of workers inculcating positive attitudes and developing values. As McGregor contends, the assumptions implicit in Theory Y are immensely helpful for the management of an organization to motivate workers towards goal achievement. As compared to Theory X, Theory Y casts light on the positive nature

173 2
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and creative and hopeful image of the workers or employees. Self-controlled and self-directed man feels himself as an integral part of the organization. In this respect, Theory Y is conducive to evolve and successfully activates the concept of participative management of organization. As the workers or employees in Theory Y are eager to take responsibility, as they possess creativity, ingenuity and innovative skill and faculty, they do not wait for the direction to come from management and, instead, they themselves become the leaders of the organization. It reduces the extra workload of the manager in the form of directing the workers on regular basis. Again, the managers have not to take any extra effort to integrate the workers with the organization or to integrate the goals of organization with the goals of the workers or employees. So Theory Y of McGregor is a tool for solving the problem of integration in organization. Theory Y is consistent with solving the problem of delegation and decentralization of power, authority and responsibility in an organization. As the workers are themselves positive, responsible, self-controlled and self-restrained power and authority of the organization can easily be shared with them. This process or scheme of power sharing get them more responsible in respect of achieving the optimum output of organization on the one hand and creating a human and social environment within the organization on the other. This act of creating a human and social environment is considered as a far more important work than the instant achievement of optimum result for the present. Apart from it, the assumptions inherent in Theory Y concede space and opportunity for the managers of an organization to evaluate and review their own performance and to become more and more innovative and creative and let them make new road map for future growth of their organization. Theory Y, above all, recognizes the wisdom, self-knowledge, self-initiative and entrepreneurship of both the workers or employees and the managers. It also gives and extends freedom for them in organization and all these advantages and opportunities create an environment there where both the parties, i.e., the workers or employees and the managers work together and work in tune with the aims and objectives of the organization. 4.5 Critical Evaluation But the socio-psychological theory of McGregor is not free from flaws. The way he had bifurcated the workers or employees with either their negative or their positive tendencies is either oversimplified or deterministic. He did not discuss the circumstances and conditions when an worker becomes lazy, irresponsible and apathetic in organization. Again, self-driving, responsible and diligent worker may be forced, for a number of reasons, to succumb to the forces of negativism at any point of time. Besides it, human nature and human behaviour, in fact, are composed

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of diverse and even mutually opposing inclinations about which no particularization is absolutely possible and practicable. McGregor did not take these considerations seriously. So his theoretical exposition is not adequate. How the management or administration will consider its workers or employees useful for and consistent to organizational goal achievement is left unanswered in the theoretical projection given by McGregor. 4.6 Conclusion Despite inherent limitations, McGregor's exposition of Theory Y and Theory Y is an important addition to the theory of motivation in management and administration The assumptions of both Theory X and Theory Y involve practical relevance. They resemble to the practical behaviour of workers or employees and common people as well and this practical behaviour governs and conditions their action or inaction in real life situations. So the effort of discovering and theorizing of the tendencies and human attitude of persons in organizations is enormous and, for this reason, McGregor is considered to be very important

in management science. The way he had illuminated the behavioural role of the workers or employees in the organizational growth and development or in the removal of problems of management and organization has made the path for and given direction to future researches on man-organization relationships. 4.7 Summary · McGregor presents a socio-psychological analysis regarding how man works or does not work in an organization · He introduces Theory X and Theory Y in the domain of management and organization. · His theory X contains negative assumptions associated with human behaviour that retards motivation towards work. · But his Theory Y involves positive assumptions that promptly induce the workers or employees to attaining organizational goals. · Despite some limitations, McGregor's work is significant in managing organization and in providing direction to future research as well. 4.8 Glossary Motivation, Theory X, Theory Y

Motivation : Motivation is state of mind, filled with energy and enthusiasm, which drives a person to work in a certain way to achieve desire goals.

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175 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 Theory X : Mc Gregor's theory X consist of a hands-on approach which involves micro managing people work to ensure proper exactions of duties. Theory Y : Mc Gregor's theory Y is a managerial approach which trusts the people to take ownership of their work and effectively work by themselves. 4.9 Model Questions ● Discuss The basic
assumptions associated with Theory X, as propounded by McGregor. ● Explain the fundamental assumptions upon which McGregor has built his Theory Y. ● Examine critically What McGregor's contribution to the theory on Man- Organization relationship. ● What are the basic assumptions of human behaviour as explained in Theory X by McGregor? ● What are the main assumptions of human behaviour as mentioned by McGregor in his Theory Y? ● Critically discus McGregor' Theory X and Theory Y. ● What is the significance of McGregor's Theory X and
Theory
Y? 4.10 References ● Arora, Ramesh K., Perspective in Administrative Theory, New Delhi: Associated Publishing House, (1979, 1999). ●
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Structure 5.1 Objectives 5.2 Introduction 5.3 Prismatic model 5.4 Administrative sub-system : the Sala model 5.5 The Bazaar Canteen model 5.6 Critical evaluation 5.7 Conclusion 5.8
Summary 5.9 Glossary 5.10 References 5.11 Model Questions Unit- V Ecological Theory: Fred W. Riggs 5.1
Objectives After studying the materials of this unit, the learners will understand ● the
interaction between administrative system and its environment as has been depicted in ecological theory of Fred W. Riggs. ● components of ecology. ● meaning and content of various models of administration as developed by Riggs. ● significance of ecological theory. 5.2 Introduction Among the many
contemporary theorists in the fields of political development and comparative public administration,
Fred Riggs was perhaps the first who had attempted to conceptualize the interactions between administrative systems and its environment. With an objective of assessing the cumulative impact of social, cultural, historical, and political environment on administrative system, he had introduced ecological approach to administration. However, the ecology-administration relationship is not the one way traffic. In fact, Riggs had acknowledged the supposed impact of administrative system on society as well. His views pertaining to the ecology of administration are found in two of his
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publications viz. 'The Ecology of Public Administration' (1961) and 'Administration in Developing Countries: The Theory of Prismatic Society' (1964). Drawing on the ecological perspective, Riggs had developed two important models to make sense of the nature of political development in both developed and developing societies. The first model i.e. 'agraria-industria', constructed by Riggs in 1956 sought to classify societies on the basis of development. Taking development as a continuous linear process, the said model considered development and underdevelopment are the two axes, while agrarian societies are placed in the underdeveloped axis; the industrial societies are placed in the developed axis. The categorization in this model, however, failed to capture the nature of the transitional societies which have started their journey towards development but ended up in mid of the course. Considering this lacuna Riggs had added another element to this model in 1957, known as transitia, encapsulating the essence of the transformational societies. However, his later attempt to rectify the lacuna of the said model by incorporating the nature of the administrative systems in the developing countries could not satisfy his critics. In fact, on the face of severe criticism, Riggs was forced to introduce another model solely dedicated to the developing societies, entitled fused-prismatic-diffracted model. Based on the structural functional analysis, Riggs categorized societies into two, fused and diffracted, types with an intention to foreground the very nature of developing societies or what he called as prismatic society. For Riggs, fused society is a structurally unified society where one unified structure performs all the functions. It refers to typically agrarian societies, where source of authority is traditional in nature based on deference to the ruler. The economic system is also rudimentary in nature based on barter system. Riggs has cited the examples of Imperial China and Siamese Thailand as the examples of fused society. The diffracted society, on the other hand, is a structurally diversified society, where each function is carried out by specific designated structure. In the sections that follow a discussion will be made to demonstrate how Riggs has analyzed the ecological approach to administration in the following models viz prismatic model, administrative subsystem, which he calls sala model and market as bazaar-canteen model. 5.3 Prismatic Model Among the three-fold categorization put forward by Riggs, prismatic model attracts most of the attention. He was too much preoccupied with the social structures of prismatic society and their interactions with the administrative sub-system in a society. Riggs has identified three important characteristics features of the prismatic society, namely:
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Heterogeneity: Heterogeneity is the distinguishing feature of this kind of societies. Typically indicative of a transitional society, prismatic society represents the simultaneous presence of diverse kinds of sub-systems, practices, and viewpoints. Co-existence of modern administrative structure in urban areas with traditional administrative structure in rural areas is the hallmark of transitional society. 2. Formalism: Formalism in common parlance means strict adherence to norms, laws, and principles. In prismatic society, however, formalism does not always mean adherence to norms, laws and principles. Adherence to formalism in these societies is restricted to the constitutional provisions, but in actual situation they are not properly followed. The discrepancy between the prescription of laws, rules and their actual implementation may be better understood if we take a look at the administrative systems in those societies. Though constitution has empowered the legislators in these societies to deliberate upon policies, in reality, they rarely engage in any serious act of policy making. In fact, they remain busy mostly in power politics, leaving bureaucracy to take vital decision on their behalf. Such taking over of the responsibility of decision making by the bureaucracy often lead to official corruption. 3. Overlapping: The prismatic society is also known for its structural overlapping. Here differ-entiated structures of diffracted society usually co- exist with undifferentiated structures of a fused type. The modern social structures are not rare in these societies. In fact, there is substantial number of such structures present in those societies, but they are fairly outnumbered by the presence of strong undifferentiated structures of primordial social system. Riggs has demonstrated that the prismatic society is marked by several types of social, economic, political, and administrative sub-systems. For example, Riggs called the administrative sub-system as the sala model and economic subsystems as the bazaar-canteen model. In the following sections an attempt will be made to give an overview of the said subsystems. 5.4 Administrative Subsystem: The Sala Model Riggs has coined the term sala to describe the administrative sub-systems of the prismatic society. Derived from the Spanish lexicon, the word sala represents something akin to government or bureau. Unlike the two extreme types of administrative sub-systems (viz, chamber and bureau) he has identified for the fused and diffracted societies respectively, sala model is marked by several mixed features like nepotism and favouritism, poly-communalism (hostile interaction

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179 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 among diverse groups), and the existence of elects (interest group having communal membership). A. Nepotism and Favouritism: The administrative system of the prismatic society is marked by nepotism and favouritism, whereby appointments, promotions to different governmental positions are made on the basis of family lineage or kinship. Interestingly, prismatic society or its administrative sub-system, unlike its counterpart in the fused society, has never acknowledged the any patrimonial feature or spoil system in the recruitment process. But in practice, patrimonialism and favouritism were the driving forces of the administrative system of the prismatic society. The sala officials rampantly flouted the constitutional provision of free and fair administrative practices to serve their narrow self-interest. B. Poly-communalism: In order to capture the essence of socio-cultural diversity of the prismatic society manifested in terms of numerous ethnic, religious and racial groups, Riggs has coined the term poly-communalism. Riggs has mentioned that these ethnic, religious and racial groups are often locked into hostile exchanges among themselves that have serious implications for the administration. Ideally speaking, administrative officials are supposed to go by the law and discharge their duties impartially. But in a prismatic society, thanks to poly-communalism, the possibility of partial treatment by the administrative officials in favour of his/her own community may not be entirely ruled out. Hence, poly-communalism not only creates problems for the administration, but also threatens to destroy social equality as one group may get disproportionate advantage over other. C. Poly-Normativism: Another important feature of the administrative system of the prismatic society is the existence of multiple values and norms. People in these societies usually subscribe to multiple norms and values, leading to serious problem of decision making. The problem of poly-normativism is clearly discernible if we draw on the administrative system of the prismatic society. In the sala model, bureaucrats, normally get into the service through competitive examination, but eventually rely upon several inscriptive criterions to get plum posting or desired promotion. D. Formation of 'clect': The administrative system of the prismatic society is also known for its typical group formation. Riggs has christened these groups as clects. However, the uniqueness of these groups is that it does not qualify to be an association of the modern sense of the term. It carries the characteristics of both the pre-modern and modern societies as Riggs, has shown that clect

180 2nd proof 12.09.2022 3rd proof 14-10-2022 Dummy proof 19/10/2022 NSOU ● CC-PA-02

combines the features of sects of the fused societies and club of the diffracted society.

It forms a close-knit group based on any primary identity and acts as a pressure group vis-à-vis other groups and government. These groups especially the affiliation to these groups virtually determines the administrative sub-culture of the prismatic society. E. Blurring of authority structure and control mechanism: The sala system is also marked by a queer mixture of authority structure, which is out and out centralized and concentrated in nature, with that of an overlapping control mechanism which is highly localized and dispersed. This blurring of authority structure and control mechanism has resulted in an unbalanced polity with bureaucracy, as it were, takes the hindmost. The political system of the prismatic society, which is supposed to control the entire politico-administrative system gets weakened in the process, leading to disproportionate rise of bureaucracy with resultant blues like favouritism and nepotism in recruitment, institutionalized cor- ruption, and inefficiency in handling the administration of laws. 5.5 The Bazaar Canteen Model The economy, another important sub-

system of the prismatic society, has been identified by Riggs as the Bazaar Canteen Model.

True to the spirit of the prismatic society, the economy of it also carries the mixed characters of both the traditional and modern societies. In this model, market a very modern mechanism of economy based on spontaneous dynamism of demand and supply is coincided with the traditional economic systems based on barter or exchange system. This model has the following distinguishing features: first, favouritism, a common feature of prismatic society, also prevails in its economic system. Secondly, unlike the diffracted society where prices of commodity are determined by the markets forces, the prices of commodity in the prismatic society vary from situation to situation, person to person and place to place. Interestingly, no rational standardization in pricing is available. Several non–economic factors like family contacts, bargaining power, individual equations, and politics are held responsible for the variability of prices of goods and services in these societies. Thirdly, unlike any sound economic logic, the wage relations in these societies are mostly determined by family ties or kinship considerations. Fourthly, in the said model a gross economic discrepancy can be noticed where a small section of people enjoy all the benefit at the cost of a sizable section of the society.

181 2

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Critical evaluation Riggs' ecological theory and its various constituent concepts have been criticized by both the western and non-western scholars. Some of them are of opinion that 'fused-prismatic diffracted model' of Riggs is too abstract and too confusing. His structural functional studies which include several ecological factors such as economic, social and political, are too difficult to follow. His prescription and concept of formalism is not satisfactory. They point out that research scholars often face numerous difficulties when they attempt to use his model to study empirically the administrative systems of alien countries. These critics argue that when Riggs himself requires scholars to take historical background, political structure, territorial size, social ideologies, role of military, etc., of the countries under investigation into account he himself negates the uniqueness immanent in history, culture, psyche and behaviour of each nation. His approach is thus deductive leading his theory to base on logical speculation and assumptions. Apparently his is an approach seemed too broad but inherently it is reductionist and sceptical too. Riggs has neglected the psychological and cognitive base or aspects of different societies. His 'fused-prismatic-diffracted model' uses too much discrete terminology and got overweight with specialized linguistic jargon. The critics also observe that the concept of social change and transformation as explained in 'fused-prismatic-diffracted model' is uni-dimensional. They are of opinion that the factors causing or propelling social change and transformation may be latent, varied, unstable, indefinite and unprecedented. In many cases, again, social change may result from powerful external forces. For proper and adequate explanation and understanding of the administrative systems of these varied countries resulting from varied forms of social change and transformation, the analytical tool of 'fused-prismatic-diffracted model' is appeared to be too simplified and irrelevant to facts. In delineating the varied tendencies, nature and characteristics either of the diffracted or of the prismatic societies, Riggs has applied western epistemology and colonial cultural standards and mindset. This attitude, the critics opine, is improper, prejudiced, pessimistic and dangerous. The critics again bring out the fact that Riggs has deliberately avoided the discussion relating to the fundamental issues and problems of administration as prevalent in the developing countries. Riggs' model provides no answer to the problems which pertain to reconstruction of agriculture, industrialization, poverty elimination, employment generation, public health and sanitation, education, import reduction and export promotion, search for appropriate technology, ensuring food security and clean environment for all, etc., Riggs' model does have nothing to solve the general problems of administration in developing societies, nor it has any intention to be a guide to action for the practitioners in administration there.
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The critics, again, mention that Riggs only has explained how ecology influences administration. But in reality the individuals too in administration and also the individuals for whom the administration is carried out, exert tremendous influence upon creating, changing and modifying the ecology, So Riggs has overemphasized ecology and undermined the will, intention, and capability of animate being in administration and thought the latter being the passive force in the sphere of administration. 5.7 Conclusion Ecological approach to administration has uncovered the subtle interaction between administration and its environment. Riggs was the first to have applied macro level approaches to the study of the administrative systems in the developing societies along with devising several conceptual tools of analysis on the subject. He is also known for his pioneering contribution to the cross cultural administrative studies. His work had spearheaded many empirical studies on administrative systems of the developing societies. 5.8 Summary · Ecological approach of Fred W. Riggs focuses attention on the dynamic relationship between administration and its total environment which conditions the content, direction and consequences of policy-making and policy-execution. · Drawing on the ecological perspective Riggs developed three important models applicable to the analysis of political and administrative development of developed, developing and transitional societies. · In the face of critical observations Riggs in the later days developed 'fused- prismatic-diffracted model' for the purpose of analysis of the nature of administration only of the developing societies. · He characterized prismatic society as having some particular traits. · Riggs had coined the term 'sala' to describe the administrative sub-system of prismatic society and had noted characteristics of sala administration. · He introduced bazaar canteen model to analyse the economy of the prismatic society. · Despite several critical notes labelled against his ecological analysis of administration Riggs had admittedly opened up a new mode of explanation and analysis of administrative systems which respond to and are largely conditioned by ecology or by ecological forces.
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Questions ● Write a critical note on the ecological approach to administration. ● Make an assessment of the role played by Fred Riggs in developing ecological approach to administration. ● Write a critical note on the prismatic-sala model as enunciated by Fred Riggs. ● Is ecological theory of Fred W. Riggs a satisfactory theory in the context of developing societies? Argue your case in detail. ● What do you mean by 'clect'? ● What is 'poly-normatism'? ● Write a short note on Bazaar-Canteen model. ● What do you mean by 'sala'? ● Explain in brief the significance of ecological theory as developed by Riggs. ● Mention the characteristics of prismatic model as developed by Fred W Riggs. 5.9
Glossary Ecology, Prismatic society, Sala, agraria, Industria, Transitia. Ecology : It is a malfunction of the environment focus that check the practice of Public administration in any given Society. Prismatic society : Riggs defined the Prismatic society as one in transition from a fused to a differed model. Sala : Sala is the administrative Sale system of traditional or developing societies. Agraria : Societies which are agno dominant Industria : Society which are industrial dominant Transitia : Society which are traustioning from agraria to industria.
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Matching text	As the text appears in the source.

1/133	**SUBMITTED TEXT**	24 WORDS	**63%**	**MATCHING TEXT**	24 WORDS

unity of command, scalar chain, unity of direction,
subordination of individual interest to general interest,
remuneration, centralization, equity, order, initiative,
stability of tenure,

SA 201402495 MPP3572 Assignment 1.pdf (D143416754)

2/133	SUBMITTED TEXT	70 WORDS	51%	MATCHING TEXT	70 WORDS

If 'F' follows the principles of good communication channel, he must deliver his message or file to 'P' via 'E', 'D' and so on, covering nine levels. It is feasible, however for 'F' to use 'gangplank' to avoid travelling via 'A' and all other intermediary layers. Only when the immediate superiors (in the case of a disagreement between 'F' and 'P' they must turn the subject over to their

If 'F' follows the principles of proper channel of communication • has to send message or file to 'P' through 'E', 'D' and so on, covering nine levels. It is, however, possible for 'F' to use 'gangplank' and avoid going A' and all the other intervening layers as intermediaries. Recourse to 'gangplank' is possible only when the immediate superiors (in the case, 'E' and '0') authorise such a relationship. Whenever a disagreementdevelops between 'F' and 'P', they must tum the matter to their

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3/133	SUBMITTED TEXT	27 WORDS	55%	MATCHING TEXT	27 WORDS

principle ● Specialization principle- limiting one's work to single function. ● Principle of coordination ● The principle of definition as there must be crystal clear definition of every duty.

principle of limiting one's work to a single function; (7) principle of'coordination and (8) the 'principle of definition' ,- a clear prescription of every duty. 9

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4/133	SUBMITTED TEXT	15 WORDS	95%	MATCHING TEXT	15 WORDS

Bhattacharya, Mohit (2008). New Horizons of Public Administration, Jawahar Publishers &Distributors, Delhi. ●

Bhattacharya, Mohit, 1998, New Horizons of Public Administration, Jawahar Publishers & Distributors, New Delhi.

W https://pdfcoffee.com/administrative-thoughts-pdf-free.html

5/133	SUBMITTED TEXT	12 WORDS	100%	MATCHING TEXT	12 WORDS

fair and suitable recompense for services rendered, make use of sanctions

SA 180E1230_Administrative Thought - I (Final).doc (D165106920)

6/133 **SUBMITTED TEXT** 36 WORDS **90%** **MATCHING TEXT** 36 WORDS

discipline ● ensure that individual interests are subordinated to the general interest ● pay special attention to the authority of command ● supervise both material and human order ● have everything under control ● fight against

SA 180E1230_Administrative Thought - I (Final).doc (D165106920)

7/133 **SUBMITTED TEXT** 23 WORDS **57%** **MATCHING TEXT** 23 WORDS

of direction and focus of efforts ● not become engrossed in detail ● aim at making energy, initiative, loyalty and unity prevail

of direction and focussing of effort are provided for; not become engrossed in detail; and aim at making uAity, energy, initiative and loyalty prevail

W https://idoc.pub/documents/e-book-administrative-thinkers-d-ravindra-prasadpdf-vlr066193plz

8/133 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

Wilson, Woodrow. "The Study of Administration", Political Science Quarterly Vol.50.

Wilson, Woodrow, "The Study of Administration," Political Science Quarterly, Vol. 2,

W https://idoc.pub/documents/e-book-administrative-thinkers-d-ravindra-prasadpdf-vlr066193plz

9/133 **SUBMITTED TEXT** 35 WORDS **80%** **MATCHING TEXT** 35 WORDS

command should: ● gain a thorough knowledge of their personnel ● be well versed in the agreements between the business and its employees ● set a good example ● Conduct periodic audits of the organisation ●

SA 180E1230_Administrative Thought - I (Final).doc (D165106920)

10/133 **SUBMITTED TEXT** 20 WORDS **84%** **MATCHING TEXT** 20 WORDS

He was a member of the President's Administrative Management Committee. He has several books and research articles under his

He was a member of the President's CommiLLee on Administrative Management. He has several books and research articles to his

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11/133	SUBMITTED TEXT	11 WORDS	100%	MATCHING TEXT	11 WORDS

Among the many who attempted the scientific study of organisation

among the many who attempted the scientific study of organisation,

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12/133	SUBMITTED TEXT	20 WORDS	68%	MATCHING TEXT	20 WORDS

in allocating functions to groups of people is homogeneity, which is based on the identity or simplicity of four

In assigning functions to groups of people, their first principle is homogeneity based on the identity or simplicity of four

W http://egyankosh.ac.in/bitstream/123456789/63007/1/Block-2.pdf

13/133	SUBMITTED TEXT	31 WORDS	58%	MATCHING TEXT	31 WORDS

from top to bottom of the organisation. Secondly through the supremacy of idea, that is the creation of intellectual singleness of purpose into the vision of those who are working

from the top to the bottom of the entire organisation. a * ~i the dominance of an idea, that is, the development of intelligent singleness of purpose in the,minds of those who are working

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14/133	SUBMITTED TEXT	22 WORDS	50%	MATCHING TEXT	22 WORDS

It stems in part from individual executive disparities in capabilities and work habits and in part from the non-comparable nature of

It raises in part from the differences, in the capacities and work habits of individual executives and in part from the non-comparable character of

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15/133	SUBMITTED TEXT	63 WORDS	50%	MATCHING TEXT	63 WORDS

research into the issue, but found that an organization's chief executive can only deal with a few immediate subordinates. The number is defined not only by the nature of the task, but also by the executive's capacity and the number of immediate subordinates: the organisation's stability and proximity geographically. Even though he was less certain about the number of subordinates, he was

research into the problem, but concluded that the clrief executive of an organisation can deal with only a few immediate subordinates, The number is determined not only by the nature of work, but also by the capacity of the exequtive, and the number of immediate subordinates: the stability and geographical proximity of organisation. Though, he was less categorical about the number of subordinates, he was

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16/133 **SUBMITTED TEXT** 25 WORDS **54%** **MATCHING TEXT** 25 WORDS

of responsibilities, unity of command, span of authority. He claims that division of responsibility and specialisation can be done by function, process, objective or

of functions, unity of command and span of control. Referring to the.4 'P's, he asserts that division of responsibility and specialisation can be either by function, or by process, or by objective or

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17/133 **SUBMITTED TEXT** 70 WORDS **33%** **MATCHING TEXT** 70 WORDS

The authoritarian idea that the top executive must have some type of relationship with everyone below him in the organisation is the basic fallacy. The principles of administration of Gulick and Urwick were heavily criticised since they did not explain what they meant by the 'principles' having universal validity. Simon believed that administrative principles are best criteria for characterizing and diagnosing administrative circumstances. They only propose working norms of

the authoritarian assumption that the top executive needs to have some sort of relationship with every one below him in the organisation. The principles of administration,of ~ulick and Urwick were severely criticised as they have .not made clear as to what they meant by the universal validity of the 'principles'. Simon considered that'"the pri'nciples of administration are at best criteria for describing and diagnosing administrative situations". They suggest only working rules of

W http://egyankosh.ac.in/bitstream/123456789/63007/1/Block-2.pdf

18/133 **SUBMITTED TEXT** 28 WORDS **94%** **MATCHING TEXT** 28 WORDS

heavily influenced by Taylor and Fayol. Gulick used Fayol's five elements of administration viz., Planning, Organisation, Command, Coordination and Control as a framework for his neutral principles.

heavily influenced by Taylor and Fayol. Gulick used Fayol,'~ five elements of administration viz., Planning, Organisation, Command, Coordination and Control as a framework for his neutral principles.

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19/133 **SUBMITTED TEXT** 47 WORDS **26%** **MATCHING TEXT** 47 WORDS

through a system of checks and controls over the people working in organisations. As a result, Classical Organisational Theory has a formal design and planning structure. The idea promotes a set of organisational principles according to which organisation plans are created to match the needs of

through a system of checks and control over the people working in the organisations to things done. Accordingly, classical theory of organisation is a formal structure of and plan. The theory advocates a body of principles of organisation in accordance with which organisation plans are made out to fit into the requirements of

W http://egyankosh.ac.in/bitstream/123456789/63007/1/Block-2.pdf

20/133 **SUBMITTED TEXT** 21 WORDS **50%** **MATCHING TEXT** 21 WORDS

The classical theorists endeavored to identify the true foundations on which work division in organisations might be carried out and

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21/133 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

Woodrow Wilson, “The study of Administration”, Political Science Quarterly Vol.50,

Woodrow Wilson, "The Study of Administration", Political Science Quarterly, Vol. 2, (

W https://archive.org/stream/AdministrativeThinkersPrasadAndPrasadPubAdOptional/Administrative%20Th ...

22/133 **SUBMITTED TEXT** 13 WORDS **87%** **MATCHING TEXT** 13 WORDS

these formulations are popularly called 'classical theory' of organization. They are also

These formulations are popularly called 'classical theory' of organisation. 'They are also

W http://egyankosh.ac.in/bitstream/123456789/63007/1/Block-2.pdf

23/133 **SUBMITTED TEXT** 85 WORDS **98%** **MATCHING TEXT** 85 WORDS

administrative management' theory, 'mechanistic'. theory, etc. The classical theory is so called because it is one of the earliest formulations based on systematic analysis of organizations; it is dominant in the field of administrative theory; and finally, because it is long established and generally accepted in administrative literature. They sincerely believed that a science of administration can be developed based on some principles and based on the experience of administrators. Thus, the administration which was considered hitherto an art developed into n science.

administrative i management' theory, 'mechanistic'. theory, etc. The classical theory is so called because it is one of the earliest formulations based on systematic analysis of organisations; it is dominant in the field of administrative theory; and finally because it is long established and generally accepted in administrative literature. They sincerely believed that a science of administration can be developed based on some principles and based on the experience of administrators. Thus, the administration which was considered hitherto an art developed into n science.

W http://egyankosh.ac.in/bitstream/123456789/63007/1/Block-2.pdf

24/133 **SUBMITTED TEXT** 28 WORDS **88%** **MATCHING TEXT** 28 WORDS

of the people in the organization. In short, Urwick traces a very large proportion of the friction and confusion in the society, with its manifest consequences in

of the people in the In short, Urwick traces a very large proportion of the friction and confusion in the society, wiih its manifest consequences in

W http://egyankosh.ac.in/bitstream/123456789/63007/1/Block-2.pdf

25/133	SUBMITTED TEXT	38 WORDS	45%	MATCHING TEXT	38 WORDS

the importance of design in organizations. He remarks it is impossible for mankind to progress its knowledge of organisation unless the structural aspect is isolated from other concerns however unnatural such separation may appear. He links a	the role of men in the organization. remarks that "is impossible for humanity to advance its knowledge of organisation unless the factor on structure is isolated from other considerations, however artificial such an isolation may appear".2 He traces a

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26/133	SUBMITTED TEXT	23 WORDS	80%	MATCHING TEXT	23 WORDS

in his book,'Elements of Administration'' defines organization as determining activities vital to any purpose and structuring them in groups assigned to individuals.	in his book ,"Elements of Administration'' defines organisation as determining activities necessary to any purpose and arranging them in groups assigned to individuals.

W http://egyankosh.ac.in/bitstream/123456789/63007/1/Block-2.pdf

27/133	SUBMITTED TEXT	26 WORDS	100%	MATCHING TEXT	26 WORDS

whole arrangement must be undertaken in a "cold-blooded, detached spirit", like the preparation of an engineering design, without any reference to the individuals in the	whole arrangement must be undertaken in a "cold-blooded, detached spirit", like the preparation of an engineering design, without any reference to the individuals in the

W http://egyankosh.ac.in/bitstream/123456789/63007/1/Block-2.pdf

28/133	SUBMITTED TEXT	24 WORDS	100%	MATCHING TEXT	24 WORDS

In his book ,"Elements of Administration'' defines organisation as determining activities necessary to any purpose and arranging them in groups assigned to individuals.	in his book ,"Elements of Administration'' defines organisation as determining activities necessary to any purpose and arranging them in groups assigned to individuals.

W http://egyankosh.ac.in/bitstream/123456789/63007/1/Block-2.pdf

29/133	SUBMITTED TEXT	15 WORDS	100%	MATCHING TEXT	15 WORDS

Thus, he believed that effort must be made to fit people to the structure.	Thus, he,believed that effort must be made to fit people to the structure. 8.3

W http://egyankosh.ac.in/bitstream/123456789/63007/1/Block-2.pdf

30/133 **SUBMITTED TEXT** 60 WORDS **68%** **MATCHING TEXT** 60 WORDS

Urwick identified eight principles of administration applicable to all organisations. The principles are: i) The Principle of Objective that all organisations should have a purpose. ii) The Principle of Correspondence' that authority and responsibility must be co-equal. NSOU ● CC-PA-02 2nd proof 12.09.2022 [CPP] 40 iii) The Principle of

Urwick identified eight principles of administration applicable to all orgaoisatians. The principles are: i) The "principle of Objective"-that all orgdnisatioris should be an expression a purpose; ii) The "principle of Correspondence"-that authority and responsibility must be co-equal; iii) The "principle of

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31/133 **SUBMITTED TEXT** 26 WORDS **90%** **MATCHING TEXT** 26 WORDS

several books, including Management of Tomorrow, The Making of Scientific Management, The Elements of Administration: The Patterns of Management and Leadership in Twentieth Century organisations.

several books including Management of Tomorrow ; The Making of Scientific Management (3 Vols.); The Elements of Administration; The Patterns of Management and Leadership in the XXth Century Organisations,

W https://archive.org/stream/AdministrativeThinkersPrasadAndPrasadPubAdOptional/Administrative%20Th ...

32/133 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

the responsibility of higher authorities for the work of subordinates

the responsibility of higher authorities for the .*work of subordinates

W http://egyankosh.ac.in/bitstream/123456789/63007/1/Block-2.pdf

33/133 **SUBMITTED TEXT** 36 WORDS **77%** **MATCHING TEXT** 36 WORDS

pyramidical type of structure in an organisation. v) The Principle of span of control. vi) The Principle of Specialisation that refers to limiting one's work to a single function. vii) The principle of Coordination

pyramidical type of structure is built up in an organisation; v) The "principle of span of Control"; vi) The "principle of Specia$rsationW-limiting one's work to a single function; vii) The "principle of Coordination";

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34/133 **SUBMITTED TEXT** 12 WORDS **90%** **MATCHING TEXT** 12 WORDS

He further considered lack of design as "illogical, cruel and inefficient".

He further considered lack of design as "illogical, cruel, wastefi~l and inefficient". .

W http://egyankosh.ac.in/bitstream/123456789/63007/1/Block-2.pdf

35/133	SUBMITTED TEXT	12 WORDS	87%	MATCHING TEXT	12 WORDS

are almost without exception headed by single administrators. They were anti-boards	are . almost without exception'headed by single administrators". They were against boards

W http://egyankosh.ac.in/bitstream/123456789/63007/1/Block-2.pdf

36/133	SUBMITTED TEXT	17 WORDS	80%	MATCHING TEXT	17 WORDS

the structure of administration while almost completely overlooking the role of men in the organisation. Urwick

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37/133	SUBMITTED TEXT	22 WORDS	50%	MATCHING TEXT	22 WORDS

It stems in part from individual executive disparities in capabilities and work habits and in part from the non-comparable nature of	It raises in part from the differences, in the capacities and work habits of individual executives and in part from the non-comparable character of

W http://egyankosh.ac.in/bitstream/123456789/63007/1/Block-2.pdf

38/133	SUBMITTED TEXT	21 WORDS	95%	MATCHING TEXT	21 WORDS

that "no superior can supervise directly the work of more than five or, at most, six subordinates whose work interlocks"	that 'no superior effectively supervise directly the work of more than five or, at the most, six subordinates whose work interlocks'.

W https://idoc.pub/documents/e-book-administrative-thinkers-d-ravindra-prasadpdf-vlr066193plz

39/133	SUBMITTED TEXT	16 WORDS	89%	MATCHING TEXT	16 WORDS

pp.599-603 ● Urwick, Lyndall F. "Manager's Span of Control" Harvard Business Review 34.3 (May–June 1956).	pp. 477-90. Urwick, Lyndall F., "The Manager's Span of Control," Harvard Business Review, Vol. 34, No.3, May-June, 1956,

W https://idoc.pub/documents/e-book-administrative-thinkers-d-ravindra-prasadpdf-vlr066193plz

40/133 **SUBMITTED TEXT** 28 WORDS **94%** **MATCHING TEXT** 28 WORDS

heavily influenced by Taylor and Fayol. Gulick used Fayol's five elements of administration viz., Planning, Organisation, Command, Coordination and Control as a framework for his neutral principles.	heavily influenced by Taylor and Fayol. Gulick used Fayol,'~ five elements of administration viz., Planning, Organisation, Command, Coordination and Control as a framework for his neutral principles.

W http://egyankosh.ac.in/bitstream/123456789/63007/1/Block-2.pdf

41/133 **SUBMITTED TEXT** 20 WORDS **68%** **MATCHING TEXT** 20 WORDS

in allocating functions to groups of people is homogeneity, which is based on the identity or simplicity of four	In assigning functions to groups of people, their first principle is homogeneity based on the identity or simplicity of four

W http://egyankosh.ac.in/bitstream/123456789/63007/1/Block-2.pdf

42/133 **SUBMITTED TEXT** 17 WORDS **91%** **MATCHING TEXT** 17 WORDS

Elements of Administration' determining activities necessary to any purpose and arranging them in groups assigned to individuals.	Elements of Administration'' defines organisation determining activities necessary to any purpose and arranging them in groups assigned to individuals.

W http://egyankosh.ac.in/bitstream/123456789/63007/1/Block-2.pdf

43/133 **SUBMITTED TEXT** 15 WORDS **100%** **MATCHING TEXT** 15 WORDS

Thus, he believed that effort must be made to fit people to the structure.	Thus, he,believed that effort must be made to fit people to the structure. 8.3

W http://egyankosh.ac.in/bitstream/123456789/63007/1/Block-2.pdf

44/133 **SUBMITTED TEXT** 19 WORDS **91%** **MATCHING TEXT** 19 WORDS

Urwick identified eight principles of administration applicable to all organisations. The principles are: i) The Principle of Objective-	Urwick identified eight principles of administration applicable to all orgaoisatians. The principles are: i) The "principle of Objective"-

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45/133 **SUBMITTED TEXT** 22 WORDS **64%** **MATCHING TEXT** 22 WORDS

iv) The Scalar Principle- this hint towards pyramidical type of structure in an organisation. v) The Principle of span of control-.

iv) The "Scalar PrinapleV-that a pyramidical type of structure is built up in an organisation; v) The "principle of span of Control";

W http://egyankosh.ac.in/bitstream/123456789/63007/1/Block-2.pdf

46/133 **SUBMITTED TEXT** 17 WORDS **90%** **MATCHING TEXT** 17 WORDS

pp.599-603 ● Urwick, Lyndall F. "Manager's Span of Control" Harvard Business Review 34.3 (May–June 1956). pp. 39-47 ●

pp. 477-90. Urwick, Lyndall F., "The Manager's Span of Control," Harvard Business Review, Vol. 34, No.3, May-June, 1956, pp. 39-47.

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47/133 **SUBMITTED TEXT** 19 WORDS **97%** **MATCHING TEXT** 19 WORDS

productivity. It was one of the earliest attempts to apply science to the engineering of processes to management.

productivity. It was one of the earliest attempts to apply science to the engineering of processes and to management. • 7.

W https://www.slideshare.net/PadminiNaik/theoretical-perspectives-of-public-administration

48/133 **SUBMITTED TEXT** 20 WORDS **89%** **MATCHING TEXT** 20 WORDS

During the later half of the nineteenth century, when the Industrial Revolution had reached a stage of maturity, the

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49/133 **SUBMITTED TEXT** 19 WORDS **77%** **MATCHING TEXT** 19 WORDS

new problems of industrial planning and management. The working conditions in the factories were very much chaotic. The

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50/133 **SUBMITTED TEXT** 13 WORDS **91%** **MATCHING TEXT** 13 WORDS

being called upon to face new problems not encountered earlier. It was

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51/133 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

task-oriented optimization of work tasks is nearly ubiquitous in industry ·

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52/133 **SUBMITTED TEXT** 16 WORDS **100%** **MATCHING TEXT** 16 WORDS

that management rests upon clearly formulated laws and principles with universal applicability in all organizations

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53/133 **SUBMITTED TEXT** 21 WORDS **86%** **MATCHING TEXT** 21 WORDS

to the challenges of the Industrial Revolution which necessitated optimum utilization of all available resources – human and material –

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54/133 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

to raise production and promote efficiency with economy in industry

SA PSC_1046.pdf (D164969508)

55/133 **SUBMITTED TEXT** 23 WORDS **100%** **MATCHING TEXT** 23 WORDS

Scientific management approach developed in the early phases of industrial revolution, it tried to address some of the problems of industrial society. ●

scientific management approach developed in the early phases of industrial revolution. It tried to address some of the problems of industrial society.

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56/133 **SUBMITTED TEXT** 16 WORDS **96%** **MATCHING TEXT** 16 WORDS

Arora, Ramesh K. (1979), Perspective in Administrative Theory. Associated Publishing House, New Delhi. ● Avasthi,

Arora, Ramesh K., 1979, Perspective in Administrative Theory (Ed), Associated Publishing House, New Delhi. Avasthi

W https://pdfcoffee.com/administrative-thoughts-pdf-free.html

57/133 **SUBMITTED TEXT** 15 WORDS **95%** **MATCHING TEXT** 15 WORDS

R,J,S (1972), Administrative Theory and Public Administration , Hutchinson Library , London. ●

R.J.S., 1972, Administrative Theory and Public Administration, Hutchinson University Library: London.

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58/133 **SUBMITTED TEXT** 15 WORDS **100%** **MATCHING TEXT** 15 WORDS

emphasised more on scientific knowledge of doing things and scientific way of managing organisations. 1.6

emphasised more on scientific knowledge of doing things and scientific way of managing organisations. 4.5

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59/133 **SUBMITTED TEXT** 18 WORDS **80%** **MATCHING TEXT** 18 WORDS

Bhattacharya, Mohit (2008), New Horizons of Public Administration, Jawahar Publisher, New Delhi. ●
----------(1996), Public Administration

SA PSC_1046.pdf (D164969508)

60/133 **SUBMITTED TEXT** 34 WORDS **93%** **MATCHING TEXT** 34 WORDS

To gauge industrial tendencies and the market, in order to regularize operations in a manner which will conserve the investment, sustain the enterprise as an employing agency, and assure continuous operation and employment;

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61/133 **SUBMITTED TEXT** 19 WORDS **88%** **MATCHING TEXT** 19 WORDS

continuous operation and employment by correct gauging of the market, but also assure by planned and balanced operations,

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62/133 **SUBMITTED TEXT** 32 WORDS **95%** **MATCHING TEXT** 32 WORDS

continuous earning opportunity while on the payroll; (c) To earn through a waste-saving management and processing technique, a large income from a given expenditure of human and material energies, which

SA 180E1230_Administrative Thought - I (Final).doc (D165106920)

63/133 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

To assure a happier home and social life to workers

SA 180E1230_Administrative Thought - I (Final).doc (D165106920)

64/133 **SUBMITTED TEXT** 17 WORDS **93%** **MATCHING TEXT** 17 WORDS

by increase of income), of many of the disagreeable and worrying factors in the total situation

SA 180E1230_Administrative Thought - I (Final).doc (D165106920)

65/133 **SUBMITTED TEXT** 14 WORDS **88%** **MATCHING TEXT** 14 WORDS

to assure healthy as well as individually and socially agreeable conditions of work

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66/133 **SUBMITTED TEXT** 133 WORDS **64%** **MATCHING TEXT** 133 WORDS

To assure the highest opportunity for individual capacity through scientific methods of work analysis and of selection, training, assignment, transfer, and promotion of workers; (h) To assure by training and instructional foremanship the opportunity for workers to develop new and higher capacities, and eligibility for promotion to higher position; (i) To try to develop self-confidence and self-respect among workers through opportunity afforded for understanding of one's own work specifically, and of plans and methods. of work generally; (j) To develop self-expression and self-realization among workers through the simulative influence of an atmosphere of research and valuation, through the freedom of horizontal as well as vertical contacts afforded by functional organization; (k) To build character through the proper conduct of work and to promote justice through

SA 118E1130-Administrative Thought.pdf (D165201928)

67/133 **SUBMITTED TEXT** 20 WORDS **84%** **MATCHING TEXT** 20 WORDS

elimination of discrimination in wage rates and elsewhere; and to eliminate factors of the environment which are irritating and

SA 118E1130-Administrative Thought.pdf (D165201928)

68/133 **SUBMITTED TEXT** 25 WORDS **45%** **MATCHING TEXT** 25 WORDS

time. For example, by observing workers, he decided that labor should include rest breaks so that the worker has time to recover from fatigue,

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69/133 **SUBMITTED TEXT** 18 WORDS **82%** **MATCHING TEXT** 18 WORDS

the same amount, workers will tend to do the amount of work that the slowest among them

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70/133 **SUBMITTED TEXT** 31 WORDS **90%** **MATCHING TEXT** 31 WORDS

This reflects the idea that workers have a vested interest in their own well- being, and do not benefit from working above the defined rate of work when it will not

SA PSC_1046.pdf (D164969508)

71/133 **SUBMITTED TEXT** 29 WORDS **93%** **MATCHING TEXT** 29 WORDS

Managers who wanted quick promotions to the high managerial position without any merit based on higher education opposed Taylor's stand, which advocated training by highly trained experts. The

managers. Those who wanted quick promotions to the high managerial positions without any merit based on higher education opposed Taylor's stand, which advocated training by highly trained experts. The

W https://archive.org/stream/AdministrativeThinkersPrasadAndPrasadPubAdOptional/Administrative%20Th ...

72/133 **SUBMITTED TEXT** 13 WORDS **87%** **MATCHING TEXT** 13 WORDS

charged that Taylor's Scientific Management was impersonal and under emphasized the human

charged that Taylor's scientific management was impersonal and underemphasised the human

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73/133 **SUBMITTED TEXT** 34 WORDS **77%** **MATCHING TEXT** 34 WORDS

In 'A Piece Rate System' Taylor propounded three basic principles. 1) Observation of work through time study for completion of work. 2) Differential rate system for completing piecework 3) Payment to men not to positions. ●

In 'A Piece Rate System' he propounded three basic principles. (1) Observation of work through time study (to complete the work and to determine the standard rate) for completion of work, (2) differential rate system for completing piecework and (3) payment to men not to positions.

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74/133 **SUBMITTED TEXT** 13 WORDS **100%** **MATCHING TEXT** 13 WORDS

To overcome the deficiencies in the management Taylor formulated four new principles- 1)

To overcome the deficiencies in the management Taylor formulated four new principles /

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75/133 **SUBMITTED TEXT** 43 WORDS **96%** **MATCHING TEXT** 43 WORDS

The development of a true science of work. 2) The scientific selection of workman and their progressive development. 3) Bringing together of science of work and the scientifically selected workers. 4) The equal division of work and the responsibility between management and workers. 2.7

The development of a true science of work 2. The scientific selection of and their progressive development 3. Bringing together of science of work and the scientifically selected workers 4. The equal division of work and the responsibility between management and workers 4.5.1

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76/133 **SUBMITTED TEXT** 21 WORDS **72%** **MATCHING TEXT** 21 WORDS

developed in most work environments was crafted, intentionally or unintentionally, to be very inefficient in its execution. He posited that

SA PSC_1046.pdf (D164969508)

77/133 **SUBMITTED TEXT** 22 WORDS **76%** **MATCHING TEXT** 22 WORDS

of Science by the University of Pennsylvania. Taylor eventually became a professor at the Tuck School of Business at Dartmouth College.

of Science by the University of Pennsylvania. He also worked as a professor at the Tuck School of Business at Dartmouth College. 3

W https://archive.org/stream/AdministrativeThinkersPrasadAndPrasadPubAdOptional/Administrative%20Th ...

78/133 **SUBMITTED TEXT** 19 WORDS **80%** **MATCHING TEXT** 19 WORDS

Bhattacharya, Mohit (2008), New Horizons of Public Administration, Jawahar Publisher, New Delhi. ▶ ----------(1996), Public Administration

SA PSC_1046.pdf (D164969508)

79/133 **SUBMITTED TEXT** 24 WORDS **83%** **MATCHING TEXT** 24 WORDS

The major works of Taylor were- ' A Piece-Rate System'(1895), 'Shop Management'(1903),'The Art of Cutting Metals'(1906), 'The Principles of Management'(1911). 73

The major writings of Taylor A Piece Rate System (1885), Shop Management (1903), The Art of Cutting Metals (1906), The Principles of Scientific Management (1911) 3

W https://egyanagar.osou.ac.in/download-slm.php?file=MPP-5%20BLOCK-2.pdf

80/133 **SUBMITTED TEXT** 70 WORDS **96%** **MATCHING TEXT** 70 WORDS

Taylor's contribution to the development of Scientific Management was recorded in his papers. Of these early ones are A Piece-Rate System, Shop Management, and The Art of Cutting Metals. Among his early works, Taylor also discussed defects of management and Time- Motion Study. A Piece-Rate System- Taylor's first paper on Piece-Rate system was considered an outstanding contribution to the principles of wage payment. He proposed

Taylor's contribution to the development of scientific management was recorded in his papers. Of these early ones are A Piece-Rate System, Shop Management, and The Art of Cutting Metals. Among his early works, Taylor also'discussed defects of management and Time :mi Motion Study. 9.2.1 A Piece-Rate System Taylor's first paper on Piece-Katc system was considered a?; an outstanding contributioq to the principles of wage payment. He proposed

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81/133 **SUBMITTED TEXT** 25 WORDS **100%** **MATCHING TEXT** 25 WORDS

system consisting of three parts: (a) observation and analysis of work through time study to set the 'rate' or standard, (b) a'differential rate' system

system consisting of three parts: (a) observation and analysis of work through time study to set the 'rate' or standard, (b) a 'differential rate' system

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82/133 **SUBMITTED TEXT** 10 WORDS **100%** **MATCHING TEXT** 10 WORDS

piece work, and (c) 'paying merl and not positions'. Shop

piece work, and (c) 'paying merl and not positions'. . Shop

W http://egyankosh.ac.in/bitstream/123456789/63007/1/Block-2.pdf

83/133 **SUBMITTED TEXT** 19 WORDS **68%** **MATCHING TEXT** 19 WORDS

Frederick Winslow Taylor, (born March 20, 1856, Philadelphia, Pennsylvania, U.S.—died March 21, 1915, Philadelphia), American inventor and engineer

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84/133 **SUBMITTED TEXT** 27 WORDS **82%** **MATCHING TEXT** 27 WORDS

In his second paper on Shop Management he discussed at length workshop organisation and enlargement. He focussed attention, in this paper, on his philosophy of management

In his second paper on Shop Management he discussed at length workshop organisation and management. He focqssed attention in this paper to his philosophy of management 4 (1)

W https://idoc.pub/documents/e-book-administrative-thinkers-d-ravindra-prasadpdf-vlr066193plz

85/133 **SUBMITTED TEXT** 87 WORDS **86%** **MATCHING TEXT** 87 WORDS

The objective,of management must be to pay high daces and nave low unit production costs to achieve the increased industrial efficiency. Management has to apply scientific' methods of researcl.1 and experiment to the management problems. Standardisation of working conditions and placing the workers on the basis of scientific ' criteria. Management must give normal training to workers and specific instructions to perform the prescribed motions with standardised tools and materials. e Friendly cooperation between workers and management on the basis of scientific systemof labour organisation. Taylor

The objective of management must be to pay high wages and have low unit production costs to achieve the increased industrial efficiency; (2) Management have to apply scientific methods of research and experiment to the management problems; (3) Standardization of working conditions and placing the workers on the basis of scientific criteria; (4) Management must give training to workers and specific 66 Administrative Thinkers instructions to perform the prescribed motions with standardized tools and materials; (5) Friendly cooperation between workers and management on the basis of scientific system of labour organisation. Taylor

W https://idoc.pub/documents/e-book-administrative-thinkers-d-ravindra-prasadpdf-vlr066193plz

86/133 **SUBMITTED TEXT** 197 WORDS **96%** **MATCHING TEXT** 197 WORDS

the 'linear' system or the military type of organisation in which each worker is subordinate to only one boss. He replaced this system with what is called 'functional foremanship1 in which the worker receives orders from eight narrowly specialized supervisors. He divided the work not only among workers, but also at the supervisory level. Of the eight functional bosses, four will be responsibility 'or planning and the remaining four for execution: 'The gang-boss, the repair-boss, the speed-boss and the inspector are the four bosses for execution. The order la work and route clerk, the instruction card clerk, the time and cost clerk, and the shop disciplinarian are the four planning bosses. Taylor believed that in this functional type of organisation, the foreman can be trained quickly and specialisation becomes very easy. The concept of division of work between 74 NSOU ● CC-PA-02 planning and execution was incorporated in line and staff concept, wit11 line being the executing agency and staff being the planning agency. Taylor also specified nine qualities which will make a good 'foreman'. They are: education, special or technical knowledge, manual dexterity and strength, tact, energy, grit, honesty, judgement and good health.

the 'linear' system or the military type of organisation in which each worker is subordinate to only one boss. He replaced system with what is called 'functional foremanship 1 in which the worker receives orders from eight narrowly specialibed supervisors. He work not only among workers, but also at the - supervisory level. Of the eight functional bosses, four will be i'or planning and the remaining four for execution: 'The gang-boss, the repair-boss, the speed-boss and the inspector are the four bosses for execution. The order la work and route clerk, the instruction card clerk, the time and cost clerk, and the shop disciplinarian are the four planning bosses. Taylor believed that in this functional type of organisation, the foreman can be trained quickly and specialisation becomes very easy. The concept of division of work between planning and execution was incorporated in line and staff concept, wit11 line being the executing agency and staff being the planning agency. Taylor also specified nine qualities which will make a good 'foreman'. They are: education, special or technical knowledge, manual dexterity and strength, tact, energy, grit, honesty, judgement and good health. 9.6

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87/133 **SUBMITTED TEXT** 24 WORDS **82%** **MATCHING TEXT** 24 WORDS

Scientific Management theory are as follows: Standardization of Work MethodsTaylor's first principle is related to the development of a scientific method for each task

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88/133 **SUBMITTED TEXT** 15 WORDS **100%** **MATCHING TEXT** 15 WORDS

by scientifically investigating the working conditions and the total quantum of work to be

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89/133 **SUBMITTED TEXT** 20 WORDS **75%** **MATCHING TEXT** 20 WORDS

Scientific Selection and Training of Workers Taylor's second principle is related to the selection, placement and training of workers

SA PSC_1046.pdf (D164969508)

90/133 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

equal division of work and responsibility between management and workers.

SA PSC_1046.pdf (D164969508)

91/133 **SUBMITTED TEXT** 20 WORDS **63%** **MATCHING TEXT** 20 WORDS

four basic principles Taylor also expressed concern about the following in the process of Scientific management: ● Mental Revolution:

four basic principles Taylor also expressed the concern for the following in the scientific management method. They are: ? Mental Revolution ?

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92/133 **SUBMITTED TEXT** 14 WORDS **88%** **MATCHING TEXT** 14 WORDS

and those laws relate specifically to wage rates and way of doing work

and those laws relate specifically to wage rates and ways of doing work.

W https://egyanagar.osou.ac.in/download-slm.php?file=MPP-5%20BLOCK-2.pdf

93/133 **SUBMITTED TEXT** 14 WORDS **88%** **MATCHING TEXT** 14 WORDS

functional foremanship in which the worker receives orders from eight narrowly specialized supervisors.

functional foremanship 1 in which the worker receives orders from eight narrowly specialibed supervisors.

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94/133 **SUBMITTED TEXT** 24 WORDS **47%** **MATCHING TEXT** 24 WORDS

should be taken over by the management. The management had to undertake the functions of planning. organizing, controlling and determining the methods of

SA DSC 4 (Block 2) Public Administration-Concepts and Theories.pdf (D165316508)

95/133 **SUBMITTED TEXT** 13 WORDS **95%** **MATCHING TEXT** 13 WORDS

divided the work not only among workers, but also at supervisory level.

divided the work not only among workers, but also at the - supervisory level.

W http://egyankosh.ac.in/bitstream/123456789/63007/1/Block-2.pdf

96/133 **SUBMITTED TEXT** 19 WORDS **76%** **MATCHING TEXT** 19 WORDS

believed that in this functional type or organization, the foreman can be trained quickly and specialization becomes very easy.

believed that in this functional type of organisation, the foreman ~ be trained quickly and specialization becomes very easy.

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97/133 **SUBMITTED TEXT** 14 WORDS **97%** **MATCHING TEXT** 14 WORDS

a good 'Foreman'. They are : (1)Education (2)Special or Technical knowledge (3)Manual dexterity and strength (4)Tact (5)Energy (6)Grit (7)Honesty (8)Judgement (9)Good health

a good 'foreman'. They are: education, special or technical knowledge, manual dexterity and strength, tact energy, grit, honesty, judgement and good health. 9

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98/133 **SUBMITTED TEXT** 20 WORDS **92%** **MATCHING TEXT** 20 WORDS

the 'linear' system or the military type of organization in which each worker is subordinate to only one boss.

SA 180E1230_Administrative Thought - I (Final).doc (D165106920)

99/133	SUBMITTED TEXT	40 WORDS	95%	MATCHING TEXT	40 WORDS

The development of the shop system Taylor wished to know that under optimum conditions, how long a man or a machine would or should take to perform a given task, in a specified process, using specified materials and methods.

the development of the shop system, Taylor wished to know, that under controlled conditions, how long a man or a machine would or should take to perform a given task, in a specified process, using specified materials and methods.

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100/133	SUBMITTED TEXT	89 WORDS	89%	MATCHING TEXT	89 WORDS

used scientific fact-finding methods to determine empirically the right ways to perform tasks with the help of stop watch. Taylor also recognised the need for 78 NSOU ● CC-PA-02 scientific method of selecting the right men for the right jobs considering their initial qualifications and potential for further learning, effective supervision of a worker and his working conditions after placing the worker in the right place: Taylor wanted to lay down the foundation for sound personnel management to match the worker's abilities to the job.

used scientific fact-finding methods to determine empirically the right ways to perform tasks with the help of stop watch. ' Taylor also recognised the need for scientific methbd of selecting the right men for the right jobs considering their initial qualifications and potential for further learning, Me wanteil. effective supervision of a worker and his working conditions after piacing the worker in the right place: Taylor wanted to lay down the foundation for sound personnel management i.e. to match the worker's abilities to the job.

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101/133	SUBMITTED TEXT	14 WORDS	96%	MATCHING TEXT	14 WORDS

motion and time study and analysed how workers handled materials, machines and tools.

motion and time study and analysed how the workers handled materials, machines and tools

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102/133	SUBMITTED TEXT	24 WORDS	100%	MATCHING TEXT	24 WORDS

He used scientific fact-finding methods to determine empirically instead of traditionally the right ways to perform tasks with the help of stop watch.

He used scientific fact-finding methods to determine empirically instead of traditionally the right ways to perform tasks with the help of stop watch.

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103/133 **SUBMITTED TEXT** 30 WORDS **100%** **MATCHING TEXT** 30 WORDS

Taylor is critical of linear system of organisation in which each worker is subordinated to only one boss, he replaced this system with what is called functional foremanship. ● In

Taylor is critical of linear system of organisation in which each worker is subordinated to only one boss. He this system with what is called functional foremanship. In

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104/133 **SUBMITTED TEXT** 16 WORDS **84%** **MATCHING TEXT** 16 WORDS

motion and time study and analysed how workers handled materials, machine and tools. 80

motion and time study and analysed how the workers handled materials, machines and tools

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105/133 **SUBMITTED TEXT** 20 WORDS **96%** **MATCHING TEXT** 20 WORDS

Arora, Ramesh K. (1979), Perspective in Administrative Theory. Associated Publishing House New Delhi. ● Avasthi,

Arora, Ramesh K., 1979, Perspective in Administrative Theory (Ed), Associated Publishing House, New Delhi. Avasthi

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106/133 **SUBMITTED TEXT** 18 WORDS **95%** **MATCHING TEXT** 18 WORDS

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R.J.S., 1972, Administrative Theory and Public Administration, Hutchinson University Library: London.

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107/133 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

observation of all the motions that comprise a particular job and

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108/133 **SUBMITTED TEXT** 52 WORDS **79%** **MATCHING TEXT** 52 WORDS

The Scientific management emerged at a time when capitalist development had reached the state of requiring organisational changes in the functioning of industrial enterprise. The cities considered that the scientific management helped more the owners of industries than the workers. ● The

The scientific management has emerged at a time when capitalist development had reached the stage of requiring organisational changes in the functioning of industrial enterprise. Hence it is considered more as a pro-capitalist theory. The critics considered that the scientific management helped more the owners of industries than the workers. The

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109/133 **SUBMITTED TEXT** 21 WORDS **80%** **MATCHING TEXT** 21 WORDS

Bhattacharya, Mohit (2008), New Horizons of Public Administration, Jawahar Publisher, New Delhi. ● ----------(1996), Public Administration

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110/133 **SUBMITTED TEXT** 32 WORDS **93%** **MATCHING TEXT** 32 WORDS

Managers who wanted quick promotions to the high managerial position without any merit based on higher education opposed Taylor's stand, which advocated training by highly trained experts. 4. The

managers. Those who wanted quick promotions to the high managerial positions without any merit based on higher education opposed Taylor's stand, which advocated training by highly trained experts. The

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111/133 **SUBMITTED TEXT** 12 WORDS **87%** **MATCHING TEXT** 12 WORDS

There were many criticisms on Taylor's concept. The criticisms primarily came

there were mahy criticisms on Taylor's concept. The criticisms primarily came

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112/133 **SUBMITTED TEXT** 39 WORDS **88%** **MATCHING TEXT** 39 WORDS

Organised Labour 2. Managers 3. Human. Relations Theorists and Behaviouralists The trade unions were against the modern methods of increasing output by the introduction of the premium bonus system. The labour leaders considered then not only

Organised Labour @ Managers @ Human. Relations Theorists and Behaviouralists. The trade unions were against the modem methods of increasing output by the introduction of the premium bonus system. The labour leaders considered ~a~as not only

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113/133 **SUBMITTED TEXT** 213 WORDS **96%** **MATCHING TEXT** 213 WORDS

destroying the principle of collective bargaining. They thought that the system was a menace to the community at large as it causes continuous increase in unemployment. Trade unions felt that Taylor was more interested in the mechanical aspects of work and not which with the total work situation. A number of agitations by the labour organisations and their representations to the American Congress, led the House in 1912 to appoint a Special Committee of the House of Representatives to investigate into Taylorism. Although the report of the committee favoured neither the labour nor Taylor, the trade unions in 1915 succeeded in getting an amendment to Army Appropriation Act, forbidding the use of stop watches or the payment of premiums or bonuses in Army Arsenals. Trade Union's opposition to Taylorism also led to an investigation conducted by Robert Hoxie for the United States Commission on Industrial Relations. Professor Hoxie in his report criticised Taylor's scientific management and Taylor's approaches as they were concerned only with mechanical aspects and not with the human aspects of production. The report also stated that the basic ideals of scientific management and labour unionism were incompatible. Taylorisrn was also attacked by the managers. Those who wanted quick promotions tb the high managerial positions opposed Taylor's stand, which

destroying the principle of collective bargaining. They thought that the system was il menace to the community at large as it-causes continuous increase in unemployment. Trade unions felt that Taylor was more interested in the mechanical aspects of work and no1 mlich concerned about the total work situation. A number of agitations by the labour organisations and their representatioris to the American Congress, led the House in 1912 to appoint a Special Committee of the House of Representatives to investigate into Taylorism. Although the report of the.committee favoured neither the labour nor Taylor, the trade unions in 1915 succeeded in getting an amendment to Army Appropriation Act, forbidding the use of stop watches or the payment of premiums or bonuses in Army Arsenals. Trade Union's opposition to Taylorism also led to an investigation conducted by Robert Hoxie for the United States Commission on Industrial Relations. Professor Hoxie in his report criticised Taylor's scientific management and Taylor's approaches as they were concerned only with mechanical aspects and not with the human aspects of production. The report also stated that the basic ideals of scientific management and labour unionism were incompatible. Taylorisrn was also attacked by the managers. Those who wanted quick promotions tb the high managerial positions opposed Taylor's stand, which

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114/133 **SUBMITTED TEXT** 133 WORDS **91%** **MATCHING TEXT** 133 WORDS

advocated training by experts. The managers "did not appreciate his scornful comments on rule of thumb method. Those who had fought their way to high managerial positions without the benefit of higher education were sensitive to Taylor's stand that unless assisted by highly trained experts they were unqualified to manage". It is very interesting to note that Taylor had to resign from both Midvale Steel Works and Bethlehem Steel because of the friction with the company managers. Among others who criticised Taylor include Oliver Sheldon, a British Management thinker, Mary Parker Follett, an American business philosopher, Sam Lewisohn, Elton Mayo, Peter Drucker and others. They chassed that Taylor's Scientific Management was impersonal and under emphasised the human factor. This criticism led to a series of experiments in industrial sociology and social psychology.

advocated training by highly trained experts. The managers "did not appreciate his scornful COf!UDents on rule.of-thumb method. Those who had fought their way to high m~gerial positions without the benefit of higher education were sensitive to Taylor's stand that unless assisted by highly trained experts they were unqualified to manage. "14 It is very interesting to note that Taylor had to resign from both Midvale Steel Works and Steel, because of the friction with the company managers. 15 Among others who criticised Taylor include Oliver Sheldon, a British Management thinker, Miss Mary Parker Follett, an American business philosopher, Sam Lewis Elton Mayo, Peter Drucker and others. They charged that Taylor's scientific management was impersonal and underemphasised the human factor. This criticism led to a series of experiments in industrial sociology and social psychology. 1

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115/133 **SUBMITTED TEXT** 21 WORDS **92%** **MATCHING TEXT** 21 WORDS

classic Hawthorne Experiments of Elton Mayo and other research studies on human relations and group dynamics in industry rejected Taylorism.

classic Hawthorne experiments of Elton Mayo and other Frederick. W. studies on human relations and group dynamics in industry rejected Taylorism.

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116/133 **SUBMITTED TEXT** 97 WORDS **96%** **MATCHING TEXT** 97 WORDS

Another criticism of Taylor is that he did not properly understand the anatomy of the work. His emphasis on the minute division of work and specialisation was severely criticised on several grounds. Firstly, the work gets depersonalisedand the worker becomes a mere cog in the machine. Relations between the worker and manager become. remote as a result the worker loses the sense of participation in the work. More than anything, the worker finds no outlet to exhibit his abilities and potentialities. Secondly, it may even lead to automation of the workers which may have physiological and

Another criticiim of Taylor is that he did not properly understand the anatomy of the work. His emphasis on the minute division of work and specialisation was severely criticised on several grounds. Firstly, the work gets depersonalised'and the worker becomes a mere cog in the machine. Relations between the worker and manager become. remote as a result the worker loses the sense of participation in the work. More than anything, the worker finds no outlet to exhibit his abilities and potentialities. Secondly, it may even lead to automation of the workers which may have physiological and

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117/133	SUBMITTED TEXT	225 WORDS	86%	MATCHING TEXT	225 WORDS

Thirdly, Taylor's division of work into planning and executive divisions has severely been criticised. It is argued that in such situations it is difficult to develop proper team spirit, and if planning is totally divorced from execution it is difficult to secure the participation of the workers in the progress of-the firm. It has also been argued that Taylor: overlooked the fact that the principle of division and sub- division of work into minutest parts is subject to the law of diminishing returns. Thus, Taylor's philosophy was summarised in the following words: "First, he confuses the principle of analysis with the principle of action .... Second, planning anti doing are separate parts of the same job; they cannot be totally divorced". Behaviouralists charged that Taylor's methods of scientific management sacrifices the initiative of the worker, his individual freedom and-the use of his intelligence and responsibility. Herbert Simon and March have described the scientific management as the 'physiological organisation theory'. Braveman characterised Taylorism: (a) as abstracting the craft skill from the worker and housing it in a system of control, and (b) using this knowledge so gained to legitimise control of the worker. The second point about legitimizing the managerial control of the worker has been expanded by Whiteaker. He asserted that it is an effort by capitalist philosophy to'resolve the contrast between representative political

Thirdly, Taylor's divisio~l of work into planning and executive divisions has severely been L'riticised. It is argued thrtt in such situations it is tlifficult to develop proper team spirit, and if plailning is totally divorced From cxecutiorl it is difficult to secure the participation of the workers in the progress of-the firm. It has also been argued that Taylol: overlooked the fact that the prirlciple of ilivisi~n and snb-division of work into minutest parts is subject to the law of diminishing returns. Thus Taylor's philosophy was summarised in the following .... words: "First, he confuses the principle of analysis with the principle of action Second, planning anti doing are separate parts of the same job; they cannot be totilly divorced". Behaviouralists charged that Taylor's methods of scientific management sacrifices the initiative of the \vorker, his individuitl freedom and-the use of his intelligence and responsibility. Herbert Simon and March have described the scientifid management as the 'physidlogical organisation theory'. veman, characterised Taylorism: (a) as abstracting the craft skill from the worker and housing it in a system of control, and (b) using this itnowledge so gained to legitimist control of llie worker. The second point about legitirnising the managerial control of the worker has been expanded by Whiteaker. He asserted that it is :~n effort by capitalist philosophy to'resolvc. the contrast between represdrltative political

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118/133 **SUBMITTED TEXT** 161 WORDS **100%** **MATCHING TEXT** 161 WORDS

Conclusion The above discussion on scientific management shows that the Taylor's scientific management was responding to the problems of the early industrial organisations. Taylorism provided certain practical solutions to the problems of industries and they got benefited from scientific management. Taylor firmly believed that there is a best method" for doing any work. One has to find out the best method by systematic study of work. Taylor emphasised that the management has to take up equal responsibility for the work done in the organisation. He also emphasised that there is a need to select the right type of persons to perform the job and also train them in improving the performance. Apart from systemic study of the work, the standardisation of tools and procedures are necessary. There is also a need for complete understanding and cooperation between the worker and the management. They should instead of focusing on increase in the wages and profits; they should give importance to increase the production.

CONCLUSION The above discussion on scientific management shows that the Taylor's scientific management was responding to the problems of the early industrial organisations. Taylorism provided certain practical solutions to the problems of industries and they got benefited from scientific management. Taylor firmly believed that there is a 'best method' for doing any work. One has to find out the best method by systematic study of work. Taylor emphasised that the management has to take up equal responsibility for the work done in the organisation. He also emphasised that there is a need to select the right type of persons to perform the job and also train them in improving the performance. Apart from systemic study of the work, the standardisation of tools and procedures are necessary. There is also a need for complete understanding and cooperation between the worker and the management. They should instead of focusing on increase in the wages and profits; they should give importance to increase the production.

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119/133 **SUBMITTED TEXT** 23 WORDS **100%** **MATCHING TEXT** 23 WORDS

Trade unions felt that Taylor was more interested in mechanical aspects of work and not much concerned about the total work situation. ●

Trade unions felt that Taylor was more interested in mechanical aspects of work and not much concerned about the total work situation.

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120/133 **SUBMITTED TEXT** 27 WORDS **76%** **MATCHING TEXT** 27 WORDS

analysis of Taylor's work enables us to three distinguish principles of scientific management. i) The principle of dissociation of labour process from the skill of the

analysis of Taylor's work enables us to distinguish three general principles of scientific management (Clegg and Dunkerly, 1980). They are: The principle of dissociation of labour process from the skills of the

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121/133	SUBMITTED TEXT	23 WORDS	100%	MATCHING TEXT	23 WORDS

The Principle of use of monopoly over knowledge to control each step of labour process and its mode of execution. 4.8

The principle of use of monopoly over knowledge to control each step of labour process and its mode of execution:

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122/133	SUBMITTED TEXT	16 WORDS	95%	MATCHING TEXT	16 WORDS

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123/133	SUBMITTED TEXT	30 WORDS	80%	MATCHING TEXT	30 WORDS

To understand the importance of Scientific Management approach in the administrative theory. ● Understand the contribution of the Taylor forwards the Scientific Management approach. ●

to: ? know the importance of scientific management approach in the administrative theory; ? understand the contribution of the Tailor towards the scientific management approach; ?

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124/133	SUBMITTED TEXT	23 WORDS	90%	MATCHING TEXT	23 WORDS

Scientific Management primarily involves a complete 'mental revolution' on the part of the workers and management as to their duties, towards their

Scientific management, to Taylor, involves a complete mental revolution the part of workers and the management as to their duties, towards their

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125/133	SUBMITTED TEXT	11 WORDS	100%	MATCHING TEXT	11 WORDS

towards their fellow workers and towards all of their daily problems.

towards their fellow workers, and towards all of their daily problems.

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126/133 **SUBMITTED TEXT** 19 WORDS **80%** **MATCHING TEXT** 19 WORDS

Bhattacharya, Mohit (2008), New Horizons of Public Administration, Jawahar Publisher, New Delhi. ● ----------(1996), Public Administration

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127/133 **SUBMITTED TEXT** 26 WORDS **80%** **MATCHING TEXT** 26 WORDS

Peter Drucker regarded Taylor as the creator of knowledge management, because the aim of scientific management was to produce knowledge about how to improve work

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128/133 **SUBMITTED TEXT** 25 WORDS **90%** **MATCHING TEXT** 25 WORDS

Max weber is the first thinker who has systematically studied the bureaucracy and provided a theoretical framework and basis for understanding bureaucracy.

Max Weber is the first thinker who has systematically studied the bureaucracy. He has provided a theoretical framework and basis for understanding bureaucracy.

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129/133 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

Robert Merton and other sociologists have questioned the rationality of the

Robert Merton and other sociologists have questioned the rationality of the

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130/133 **SUBMITTED TEXT** 34 WORDS **80%** **MATCHING TEXT** 34 WORDS

Selznick, Pointing to the division of functions in an organisation shows how sub-unit setup goals of their own sometimes conflicting with the organisation as a whole. ● Simon and Barnard have proved that

Selznick, pointing to the division of functions in an organisation shows how sub-units setup goals of their own sometimes conflicting with the organisation as a whole. Both Merton and Selznick have shown that

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131/133	SUBMITTED TEXT	18 WORDS	87%	MATCHING TEXT	18 WORDS

administrative efficiency would be reduced if we follow webler's structural approach.

administrative efficiency would be reduced if we follow Weber's structural approach.

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132/133	SUBMITTED TEXT	37 WORDS	90%	MATCHING TEXT	37 WORDS

Blake, AM & Moseley, JL 2010, One hundred years after the principles of scientific management: Frederick Taylor's life and impact on the field of human performance technology, Performance Improvement, Vol. 49, Issue no. 4, pp. 27-34 ●

Blake, AM & Moseley, J 2014, 'One Hundred Years After the principles Of Scientific Management: Frederick Taylor's Life and Impact on The Field of Human Performance Technology', Performance Improvement, vol. 49, no. 4, pp 27-34

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133/133	SUBMITTED TEXT	14 WORDS	84%	MATCHING TEXT	14 WORDS

organization is a social system and the worker is the most vital element

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PREFACE In a bid to standardize higher education in the country, the University Grants Commission (UGC) has introduced Choice Based Credit System (CBCS) based on five types of courses viz. core, discipline specific, generic elective, ability and skill enhancement for graduate students of all programmes at Honours level. This brings in the semester pattern, which finds efficacy in sync with credit system, credit tranafer, comprehensive continuous assessments and a graded pattern of evaluation. The objective is to offer learners ample flexibility to choose from a wide gamut of courses, as also to provide them lateral mobility between various educational institutions in the country where they can carry their acquired credits. I am happy to note that the University has been recently accredited by National Assessment and Accreditation Council of India (NAAC) with grade "A". UGC (Open and Distance Learning Programmes and Online Programmes) Regulations, 2020 have mandated compliance with CBCS for U. G. programmes for all the HEIs in this mode. Welcoming this paradigm shift in higher education, Netaji Subhas Open University (NSOU) has resolved to adopt CBCS from the academic session 2021-22 at the Under Graduate Degree Programme level. The present syllabus, framed in the spirit of syllabi recommended by UGC, lays due stress on all aspects envisaged in the curricular framework of the apex body on higher education. It will be imparted to learners over the six semesters of the Programme. Self Learning Materials (SLMs) are the mainstay of Student Support Services (SSS) of an Open University. From a logistic point of view, NSOU has embarked upon CBCS presently with SLMs in English/ Bengali. Eventually, the English version SLMs will be translated into Bengali too, for the benefit of learners. As always, all of our teaching faculties contributed in this process. In addition to this we have also requisitioned the services of best academics in each domain in preparation of the new SLMs. I am sure they will be of commendable academic support. We look forward to practive feedback from all stake- holders
who will participate in the teaching-learning based on these study materials. It has been a very challenging task well executed by the teachers, officers & staff of the University and I heartily congratulate all concerned in the preparation of these SLMs. I wish you all a grand success. Professor (Dr.) Ranjan Chakraborti Vice-Chancellor
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Public Administration, NSOU : Course Writers : Block-I : Units : 1-5 and Block-III : Units : 1-5 Pratip Chattopadhyay Assistant Professor of Political Science University of Kalyani Block-II : Units : 1-5 Debasis Ghosh Assistant Professor of Political Science Lalbaba College Block-IV : Units : 1-5 Kinshuk Nandi Assistant Professor of Political Science Taki Government College : Course Editor : Sujit Narayan Chattopadhyay Professor of Public Administration, NSOU : Format Editor : Debajit Goswami Assistant Professor of Public Administration, NSOU

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Course : Indian Administration Course Code : CC-PA-03 BLOCK – I : Historical Background Unit -1 ? Indian Administration in Pre-British Era 9 – 19 Unit -2 ? Indian Administration in British Era 20 – 29 Unit -3 ? Indian Administration After Independence : Continuity and Change 30 – 39 Unit -4 ? Role of Indian Administration in Social Development and Social Justice 40 – 50 Unit -5 ? Role of Indian Administration in Economic Development 51 – 60 BLOCK – II : Indian Administration : Structure and Function Unit -1 ? President 63 – 72 Unit -2 ? Prime Minister, Council of Ministers : Power and Function 73 – 82 Unit -3 ? Role and Function of the P.M.O–P.M's Secretary 83 – 91 Unit -4 ? Functions of the Secretariat 92 – 101 Unit -5 ? Cabinet Secretariat and the Role of the Central Secretariat 102 – 112 Netaji Subhas Open University UG : Indian Administration (HPA)
BLOCK – III : Key Ministries and Commission : Organization and Role Unit -1 ? Ministry of Home Affairs 115 – 126 Unit -2 ? Ministry of Finance : Organization and Function 127 – 139 Unit -3 ? Ministry of External Affairs 140 – 150 Unit -4 ? Finance Commission 151 – 160 Unit -5 ? Election Commission 161 – 169 BLOCK – IV : Problems of Corruption and Indian Administration Unit -1 ? Lokpal 173 – 182 Unit -2 ? Lokayukta 183 – 191 Unit -3 ? Central Vigilence Commission (CVC) 192 – 201 Unit -4 ? Central Bureau of Investigation (CBI) 202 – 211 Unit -5 ? Right to Information, Objectives, Information Commission – Composition and Role 212 – 227
BLOCK – I Historical Background
9 Unit - 1 ? Indian Administration in Pre-British Era Structure 1.0 Objectives 1.1 Introduction 1.2 Indian Administration : The Evolution 1.3 Indian Administration : Maurya and Gupta Period 1.4 Indian Administration : The Mughal Period 1.5 Structure of the Mughan Administrative System 1.6 Revenue Administration 1.7 Administration of Justice 1.8 Conclusion 1.9 Summary 1.10 Glossary 1.11 Model Questions 1.12 References 1.0 Objectives • Indian Administration: Its Evolution • Administration during Maurya, Gupta and Mughal Era. • Land and lamd Revenue. • Administration of Justice. 1.1 Introduction Administration is an art of maintaining a systematic practice of controlling the society. For a long time the Administration has been accepted as an art and skill to ensure the subordinization as well as subjection of Subjects (later Citizen) to the laws and rules of the Supreme Law-Making Authority. India has got a long list of her traditional rulers like Mourya's. Gupta's and Mughal's who had thaeir own administrative skill, and were hailed as greatest artists in their own field by an admiring world.
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Indian Administration : The Evolution Indian administration can be traced to the Indus Valley Civilization

which is about 5000 years old forms the basis of our civilization and culture. The available evidence shows that though for a long time the state in ancient India confined itself only to the constituent functions. The sphere of the state activity was very extensively extended between the vedic and Mauryan age.

99% **MATCHING BLOCK 2/369** W

In the long history of Indian administration, a number of administrative organisations rose and fell. However, there are two basic features of the Indian administrative system which continued right down the ages the importance of the villages as a primary unit and co-ordination between the two opposite trends of centralisation and decentralisation. To put it in a nutshell the present administration is developed since from Vedic period. Abundant sources are available to get a clear picture of the history of Indian administrative system. A lot of information regarding the organisation and functions of Indian administration is obtained from Vedic literature, Buddhist treatises, Jain literature, Dharmasastras, Indian Puranas, Ramayanas, Mahabharata, Manu Smriti, SukraNiti and Arthashastra.

The powers of administering the states were centralised in the hands of the king during the ancient period in India. During the Vedic period the king was assisted in his work by many officers. He was surrounded by a circle of his friends and principal officers. There is a reference regarding this in the two epics of Ramayana and Mahabharata. A similar reference is also to be found in Manu Smriti and SukraNiti. Kautilya'sArthashastra, a political treatise on ancient Indian political institutions, written sometime from 321 to 296 B.C., examines statecraft, gives an account of State administration, and reflects the rule of the Mauryan kings. The decentralisation process had started in ancient India. As a result of this, empires were administratively divided into provinces, provinces into districts and districts into urban and rural centers. During the ancient period state administration was divided into numerous departments. In Vedic times the number of such departments was limited. Gradually, the number of such departments increased and their jurisdiction extended. For this we get many references which can be obtained from Vedic literatures and subsequent sources. In ancient Indian administration there is also found a description of the principles of public administration. Thus, the principle of hierarchy had been given a practical shape, and seeds of co-ordination were present between different departments. Such a full-fledged administrative system existed in the reigns of Chandragupta Maurya and Ashoka. Great emphasis was placed on observation and inspection along with the principle of hierarchy.
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The first form of the 'State' in India can be traced back to the times of Manu (original name Satyavrata) the first King and progenitor of mankind according to mythological record. People were fed up with anarchy as there was no neutral judge/ arbitrator in between to solve issues of society, and so they appointed Manu as King and paid service fees as taxes for looking after them and ensuring mutual benefit and justice to everyone in society owing to his wisdom and philosophical attitude the King was divine and regarded as descended from God.

This is believe came to the four from

95% **MATCHING BLOCK 8/369** **W**

Ramayana and Mahabharata. Later Vedic times it goes to portray the role of the King as the sole of administration are being helped by his principal officers who were the Purohit and Senani where the Purohit (Priest) wielded much more authority than the kshatriya (Warrior clan) kings. Other figures of administration were Treasurer, Steward, Spies and Messengers, Charioteer, Superintendent of Dices. This is also mentioned in Manu Smriti and SukraNiti. 1.3

Indian Administration : Maurya and Gupta Period The Mauryan period was the era of major development in Indian Administration. Decentralisation was prevalent, as the village units played a very important role as the base of administration since ancient times. Empires were divided into provinces, provinces into districts, districts into rural and urban centers for efficient administration. Kautilya's Arthashastra is a work on Varta (Science Of Economics) &Dandaniti (statecraft/Management Of State Administration) existing in the Mauryan rule. It was written sometime between 321 and 300 BC. It was retrieved in 1904 AD and published in 1909 AD by R. Shamasastry. It touches upon topics like functions of the chief executive, hierarchy, bureaucracy, corruption, local administration, supervisory management, motivation, morale and Job description. The most noticeable aspect of the Arthashastra is its emphasis on Public Welfare even in an autocratic agrarian State. That is where its timelessness lies. It is composed in the form of brief statements called Sutras and is compiled in 15 books (Adhikarnas), 150 sections,180 chapters (prakarnas), 6000 verses (sutras). One can identify links between Kautilyan

100% **MATCHING BLOCK 4/369** W

Administration and Modern Personnel Administration and Public Administration. (1) Personnel Administration : A system of recruitment was there and job description as well. Salaries were clearly spelled out of ministers and government officials. It also stated a view of job permanency and increment in salary or position (promotion) if the official concerned provided extraordinary service. Personnel were to be 12

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100% **MATCHING BLOCK 5/369** W

transferred from time to time as per Kautilya, because it would avoid corruption and misappropriation of government funds. Removal and tenure of officials and ministers were at the pleasure of the King just like the Governor and Attorney General, etc. hold office at a term that specifies 'pleasure of the President'. (2) Public Administration : The King is the sole source of authority and appoints and dismisses personnel and divides the work of govt. into different ministries under several ministers and officials. Kautilya stresses on the need for specialist and generalist personnel at different levels of administration with full accountability to the King, thus talks about division of labour and coordination between them for efficient administration.

Kautilya's Arthashastra

93% **MATCHING BLOCK 6/369** W

is more about political science that is how to conduct State affairs rather than focusing on the philosophy that underlies it. He is very practical in his approach with a strict focus on morality so that the King's rule and administration are neutral without offending anyone, and also on rationality and an organized as well as efficient way of running a system with a great deal of focus on accountability and honesty and vigilance. In the Mauryan administration, the

State had to perform two types of functions. The constituent (component) functions related to maintenance of law and order, security of person and property and defence against aggression. The ministrant (welfare) functions had to do with provision of welfare services. All these functions were carried out by highly organised and elaborate governmental machinery. The empire was divided into a Home Province under the

67% **MATCHING BLOCK 7/369** W

direct control of the central government and 4 to 5 outlying provinces, each under a Viceroy who was responsible to the Central Government. The provinces had considerable autonomy in this "feudal- federal type" of organisation. Provinces were divided into districts and districts into villages with a whole lot of officials in charge at various levels..

An outstanding features of Mauryan administration was that the State, through a new class of officials, known as 'dharma –mahamantras' carried out the policy of moral regeneration of the people. Ashokan state carried out the policy of moral regeneration of his subjects through a new class of officials known as 'Dharm-mahamatras'. Today almost every country of the world has recognised the necessity of religious education in the broader sense of the term to be imparted in schools in order that the civilians of tomorrow would grow with a non-sectarian attitude and non-bias view towards all religions. Many educational institutions in the modern world have started the branch of religious study. Ashoka, the great Mauryan King, set up a new department of the 'ministry

12 NSOU CC-PA-03 NSOU CC-PA-03 13 of morals' which is an innovative measure in the field of administration unparalled elsewhere. What is worthy of note is that they have been authorised not only to set right the violation of justice but also provide solicitude for the welfare of prisoners. His attitude can be compared with Kautilya's solicitude for the welfare of prisoners') which is almost modern in spirit.) The vision of being 'ChakravarthiDharmika Dharmaraja' guided his activities. The integral and synthetical development of life as the aim of administration was put' forward by Ashoka for the coming generations by his own example. The Guptas sustained the legacy of the Mauryans in several respects. The divine character of the king was upheld and the king controlled all the stages of the administrative machinery. The empire was divided, like the Mauryan, for administrative purposes into units styled as 'Bhukti', 'Desa', 'Rashtra', and 'Mandala'. Villages had their own headmen and assemblies and towns and cities had special officers described 'nagarapatis' and even town councils. The king had the help of several functionaries to share the burden of administration. Separately from the confidential adviser, there were civil and military officials, feudatories, district officers and several others. The 2nd century AD king Rudradaman is also found to follow the footsteps of Ashoka and Kharavela and performing the functions of public benevolence. The Allahabad pillar inscription or 'Samudraguptaprasasti' is really the synthesis of the ideals of Hindu monarch, which reads..." where mind busied itself with the support of the initiation, etc, of the miserable, the poor, the helpless and afflicted who was the glorified personification of kindness to mankind. So the welfare of the people was always considered as the paramount principle which guided the rulers. 1.4 Indian Administration : The Mughal Period The Mughals upheld the earlier traditions in political and administrative matters. The Mughal emperor was a perfect autocrat and the administration was 'a centralized autocrey'. The king symbolised the state and was the source and centre of all power agencies. The Mughuls did succeed in building up a 'monolithic administration'. When compared to the Mauryas, the Mughals moved in the direction of greater centralisation. They did not pay

87% **MATCHING BLOCK 9/369** W

much attention to social services of health and welfare as also morals

which were areas of special concern for the Mauryan kings. But the Mughals had an efficient civil service They recognised merit and accepted Hindu intelligentsia in the higher civil service. Its only drawback was that
14 NSOU CC-PA-03 NSOU CC-PA-03 15 it was 'land-based'. It means it was mainly concerned with revenue functions and was a 'highly urbanised institutions'.

75% **MATCHING BLOCK 10/369** W

A very detailed, reliable and brilliant account of Akbar's empire, society and administration have been in narrated famous detailed document/text by Abul Fazltitled Ain-i-Akbari (Constitution of Akbar),

It narrated a
lot of earlier tradition of administration were adopted by Mughals.

89% **MATCHING BLOCK 11/369** W

The sovereign was the king who was paternalistic and he had supreme authority over everything. He did have a number of ministers to help, advise and assist him in the discharge of his functions, out of which the more important working executive were four-Diwan who was in charge of revenue and finance, Mir Bakshi at the head of the military department, Mir Saman in charge offactories and stores, and Sadr-us-Sudur who was the head of the ecclesiastical and judicial department.Administration was based on coercion in the name of the King by the officials. • Role of the

King – Administration was personalized. It has aptly been described as paternalistic. The whole administrative machinery revolved around the king who was viewed as a 'father figure' or a 'despot' to his people subjects. Mainly during the time the king was seen as a benevolent despot who worked for the welfare of his subjects. The theory upheld the concept of absolute monarchy based on the divine right to rule. The king was everything to his people. He was the source of all authority and the fountain-head of justice. The administrative system was highly centralized and personalized. • Bureaucracy – Organisation of the administrative machinery was unstable. It depended on the whims and fancies of the king. Recruitment was on the basis of caste, kin, heredity, and personal loyalty to the king. Administration was based on fear of force. In the name of the king, the officials struck terror in the hearts of people. They wielded much awe and respect in the middle of the people.

43% **MATCHING BLOCK 12/369** W

Officials were primarily engaged to maintain law and order, safeguard the interests of the king from internal uprisings and revolts, defend and extend

the

88% **MATCHING BLOCK 13/369** W

boundaries of the empire and collect revenue and other taxes. Every officer of

the

72% **MATCHING BLOCK 14/369** W

State held a mansab or official appointment of rank and profit and was expected to supply a sure number of troops for

the military service of the State. • Army – The necessity of army is understood largely in conditions of the Mansabdari system. In addition, there were the supplementary troops and a special category of —gentlemen troopers who were horsemen owing

70% **MATCHING BLOCK 15/369** W

exclusive allegiance to the king. The army had cavalry which was the main significant unit, the infantry, made up of townsmen and peasants and artillery with guns and navy. The

Mughal army was
14 NSOU CC-PA-03 NSOU CC-PA-03 15 a mixture of diverse elements. As it grew in numbers it became too heterogeneous to be manageable. The soldiers did not owe direct allegiance to the Emperor but were more attached to their immediate recruiters or bosses and as such were busy with their bitter rivalries and jealousies. • Police – In the rural areas, policing was undertaken through the village headman and his subordinate watchmen. This system sustained well into the 19th century. In the cities and towns police duties were entrusted to Kotwals. In the middle of their several duties Kotwals had to arrest burglars, undertake watch and ward duties, regulate prices and check weights and measures. 1.5 Structure of the Mughal Administrative System • Central Administration - Central administration, like administration in general, was personal and paternal. The system

100% **MATCHING BLOCK 16/369** W

operated with a fair degree of efficiency as long as the king

was able to exercise control from above. As soon as his grip loosened, thesystem fell to pieces, as seen in the reigns of Shahjahan and Aurangzeb.

34% **MATCHING BLOCK 17/369** W

The two highest officials were the 'Vakil' and the 'Wazir'. The Vakil, in fact, washigher of the two. He functioned as regent of State and was in over all charge of the State. The 'Wazir' or high diwan was the highest officer of the revenue department. He was actually recognized as. 'Wazir' when he acted as Prime Minister.

The Chief Diwan supervised revenue collection and expenditure. He was head of the administrative wing of Government. He supervised the work of all the high officials. He controlled and guided provincial diwans who beside with their subordinates were in touch with him. He signed all types of documents and put his seal authenticating government transactions. • Provincial Administration - Given the centralized and personalized character of Maghal administration, provincial authorities were only administrative agencies of the Centre. The Empire was divided into 'subas' or provinces. At the head of the province was the 'Subedar' or Governor. He was appointed through imperial order and was given the insignia of

90% **MATCHING BLOCK 18/369** W

office and instrument of instructions which defined his powers, functions and responsibilities. As executive head, he was in charge of

the provincial administrative staff and ensured law and order in the province. He tackled local civil and intelligence of staff with a firm hand and realized tributes from the local chiefs under him. The diwan also exercised functions of an auditor and exercised full control over public expenditure. His establishment incorporated the office superintendent, the head accountant, the treasurer, and clerks. The provincial 'bakshi' performed a role similar to that of the 'bakshi' at the Centre.
16 NSOU CC-PA-03 NSOU CC-PA-03 17 •

81% **MATCHING BLOCK 19/369** W

District and Local Administration - The 'Suba' or province was divided into 'Sarkars' which were of two

kinds. There were those ruled through officers appointed through the emperor and those under the tributary rajas. At the head of each sarkar was the Faujdarwho he was the executive head. Separately from the 'Faujdar', the other head of the 'sarkar' was the'amalguzar'. He was in charge of revenue. Each of them had their own set of subordinate officials. The 'kotwal' did policing of the town and its suburbs. A'sarkar' was divided into 'parganas'. Each 'pargana' had a 'shiqqdar', and 'amin' and a 'qazi'. The 'shiqqdar' was executive head and combined in himself the functions of the 'Faujdar' and 'kotwal' of the 'sarkar'. He took care of law and order, criminal justice and general administration. The 'amin's'duties were similar to those of the amalguzar and the 'quazis' were judicial head. The 'parganas' were further divided into 'Chaklas', which were created to facilitate and improve the realization and assessment of revenue and had their own set of local officials like the 'Chakladars'. Each of the officials was responsible and accountable to those higher authorities. 1.6 Revenue Administration I. Land Revenue as the Primary Source of Income : The Revenue system needs to be closely studied because land revenue has been traditionally, the primary source of income of the State. The State and the cultivator were two parties to the contract. The right of the State to a share ofthe produce was recognized as a principle of political economy from times immemorial. What was disputed and had to be determined periodically was the fixing of the share of each. In ancient times, the State's share was defined through lawgivers as one-twelfth, one- eighth or even one-fourth. Though, about one-sixth was realized. While in the 14th century, the State took half, Akbar made it at one-third. II. Significant Revenue Reforms : Significant revenue reforms were introduced throughout the reign of Akbar when Todar Mal was appointed the Diwan-e- Ashraf. Todar Mal recognized

63% **MATCHING BLOCK 20/369** W

a standard system of revenue collection, with major highlights on survey and measurement of land, classification of land

and fixation of rates. Hence, the overall success or failure of the revenue system depended on the king and the quality and nature of the centralized administration. Akbar is credited with having scientifically organized his land revenue system. Itsustained till the 18th century though it slowly lost its vigor and was injurious to the interests of the peasants. III. Modus Operandi of Revenue Collection : Mention has been made of the modus
16 NSOU CC-PA-03 NSOU CC-PA-03 17 operandi of revenue collection. The Empire was divided' into 'subas', which were subdivided into 'sarkars' and 'sarkars' into 'parganas'. The 'amalguzar' was the chief revenue collector in charge of a district and was assisted through a large subordinate staff. In the middle of other officials, it is necessary to mention the designation of the 'Qanungo' who kept revenue records, the 'Bitikchi' or accountant and the 'Potdar' or district treasurer. 1.7 Administration of Justice Administration of Civil Justice- The Moghul State, being a Muslim State was based on Quranic law. The judges followed the Quranic precepts, the 'Fatwas' or previous interpretations of the Holy' Law through eminent jurists and the ordinances of the Emperors. They did not disregard customary laws and sought to follow principles of equity. The Emperor's interpretations prevailed, provided they did not run counter to the sacred laws. For the dispensation of justice, there were two kinds of tribunals. There was the Chief 'Qazi' with subordinate 'Qazi' who followed the Islamic law, both civil and criminal. Qazi was responsible for the administration of law in the land, and beside that was the chief judge in criminal suit which he tried according to Muslim law. The Sadar was the head of the depatement of religions affairs. He was the guaradian of Islamic law and the spokeman of the ulama. The other was the 'mir'adl', a secular officer who took care of suits not specifically provided for through the religious laws of the two communities. The king was the supreme court of both original and appellate jurisdiction. 1.8 Conclusion

100% **MATCHING BLOCK 21/369** W

The principles the Public Administration throughout the Moghul period could be listed as: Centralisation; personalized administration; civil service; dissimilar stages of administration; division of work; bureaucracy having military character; revenue administration based on well laid down principles; administration based on fear of force; administration based on regulations, traditions, and practices; and inadequate unity of command (one could find gaps through illustrations like the position of provincial Diwan, who was directly under the Imperial Diwan and not under the Governor, and the position of Faujdars, who were though under the Governors, yet could have direct communication with the imperial government).

At
18 NSOU CC-PA-03 NSOU CC-PA-03 19 the advent of British rule, -the administrative system was paternalistic, centralised and personalised. There was an elaborate network of officials at the centre constituting the central secretariat which was repeated at the provincial and local levels. The emperor had the total control of the state. Land revenue was the principal source of income and land tenures were complex, elaborate and a mix of rules, regulations, customs and traditions. The judicial system was under executive dominance and was poorly structured. Society was feudal, with the toiling masses often given a raw deal. 1.9 Summary Thus in short, the basic traditional features of Indian Administration were:- • Centralized. • Primarily based on transfer of hereditary power and privileges. • Legitimised by Military power. • Bureaucracy had a Military character. 1.10 Glossary Arthasastra : An unfading work of Koutilya, deals with Social Economy and Administrative management of the State. 1.11 Model Questions • Analyse the features of the administrative set up in Mauryan period. • Explain in detail the importance of Kautilya'sArthashastra. • Discuss administrative set up in Mughal period. • Elaborate the functioning of revenue system in Mughal administration. • Analyse the role of the king in Mauryan administration. • What are the implications of administrative system in Ancient India. • Point out the role of Ministry of Morals. • Write a note on administration of justice during Mughal period. • Mention features of Gupta period administration in India.

18 NSOU CC-PA-03 NSOU CC-PA-03 19 1.12 References • Arora, Ramesh K and Goyal, Rajni : Indian Public Administration, Institution and Issues, New Age International Publishers, 2022. • Majumdar, R. (et al) 1967, An Advanced History of India; Macmillan, New York • Misra, B.B., 1959, The Central Administration of the East India Company1773-1834, Manchester University Press, Manchester • Puri, B.N. 1 975, History of Indian Administration Volume II; Medieval Period, Bharatiya Vidya Mandir, Bombay • Trautmann, Thomas R. Kautilya and the Arthashastra, Leiden,Netherlands : E.J.Brill (1971). • M.P. Sharma. Recent experiments in Local Self Government in India.p-104
20 NSOU CC-PA-03 NSOU CC-PA-03 21 20 Unit - 2 ? Indian Administration in British Era Structure 2.0 Objectives 2.1 Introduction 2.2 British Administration in India: Beginning 2.3 British Administration : The First Phase (1757 To 1858) 2.4 British Administration : The Second Phase (1859 To 1947) 2.5 The Morley Minto Reform 1909 2.6 Administrative Structure 2.7 The Government of India Act 1935 2.8 Conclusion 2.9 Summary 2.10 Glossary 2.11 Model Questions 2.12 Reference 1.0 Objectives • Emergence of British Administration and it effects during 200 Years Colonial Dominancee. • Character of Administrative Dominance of British era during pre and post Sephoy Mutiny. • The Effect of Morley Minto Reform on Indian Administration after 1909. • Government of India Act 1935, and its Constitution effect in Post Colonial period in Indian Administra. 2.1 Introduction India society is historically apolitical and very less concerned for Political development. Politics was mainly the concern, of small elite and educated middle Class. The sub altern groups of the society were happy to remain at the receiving end of political administration, rather than at the participating end. When the typical Indian tradition came in touch with the modernity, it was found that the modernity to
20 NSOU CC-PA-03 NSOU CC-PA-03 21 “become Indian” has automatically absorp some in-built traits of Indian Tradition. Rajni kothari in his “Politics in India” (Boston, Houghton Mifflin Co., 1970, pp.85- 87) has put it in different expression, that “Modernity has made India assert its ‘Indianness’, reformulate this ‘Indianness’ and gave it a new ot modern character”. 2.2 British Administration in India : Beginning Though many of Indian administrative and political features evolved during period 1947 period but there still are certain features that we can see as a legacy of the British times continuing for the sake of its efficient practices and or finding no other better alternative to the same till now. British administration in India. till 1858 was ruled mainly by

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of the East India Company. The East India Company, established on 31 December 1600, was a monopolistic, mercantile Company, which was granted by the British crown the right-to trade in the eastern parts. A trading station, with a number of factors was called Factory. A settlement (number of factories) was

under the rule of

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agent. Factory was the term applied to an agent transacting business as a substitute for another in mercantile affairs. Employees were graded

as Supervisors, writer’s or Clerk (Babu). Factory workers
and Merchants, Recruitment of officials, their nomenclature, terms and conditions of service were governed by rules and practices appropriate to commercial business. Generally, patronage was the method of recruitment and promotion in the services. Patronage was in the hands of the Proprietors or Directors of the Company.

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The system of governance was commercial in character. It was basically government by Council. The Council had executive and legislative powers with the Governor or the Governor-General having the casting vote. With the acquisition of more territorial sovereignty and the need to take prompt decisions, more power came to be concentrated in the head or Chairman of the Council, but the fundamental principle of collective rule and responsibility remained. It was also a government by Boards. After the Board of

trade, the next in importance was the Military boand.

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But the Board of Revenue had the longest history and the most distinguished record of work. Later, there was also the Railway Board. The Board made possible counselling, discussion, deliberation and even legislative and judicial activities. Questions of policy and principle, conduct and action were settled in the Board. It was a government by record. When transactions were commercial, records were brief and manageable. But political dealings made record keeping cumbersome and voluminous. Notes, minutes, despatches and reports became an integral part of British administration. All this was in a way necessary because only through written reports and records could control

is exercised by

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officials in the governmental hierarchy. With the Company headquarters 22 NSOU CC-PA-03 NSOU CC-PA-03 23 in far away England, record keeping helped absolutism and

controlling the power.

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But this resulted in exploitation of the worst kind on the subjects (Indians) as maximum revenue was extracted from them. Though it was done in the name of the Company, which got a bad name on this account, the Nawab and his men pocketed a

good portion of revenue and grew rich at the cost of the Company.

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So, in short the British East India Company paved the way for the British government to enter. 2.3 British Administration in India : The

First Phase (1757-1858) •

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The Regulating Act of 1773 – This Act deserves special mention because it was the first action on the part of the British Government to regulate the affairs of the Company in India. The Company, through a Charter, had only been given trading rights through the British Crown. When it acquired territories in India and slowly but surely converted itself into a ruling body, the Parliament could not accept and regularize this development.

Moreover, it was whispered that whatever lands the Company acquired were in the name of and on behalf of the King. So, the administration of these territories had to be controlled through the Crown. Thus British Parliament took the administrative charge and sent one as Governor General of Bengal.
The Governor of Bengal was now designated as the Governor-General of Bengal, and Governors of other provinces in India were subordinate to him. The Governor-General was assisted by a council of four members sent from England. Decisions were to be taken by majority vote, and the Governor-General Warren Hastings had a casting vote.

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The Regulating Act laid the foundation of a Central administration and instituted a system Parliamentary control. It marked the beginning of the Company's transformation from a trading body to a Corporation of a new kind, entirely administrative in its object and subordinated to Parliament. • The Amending Act of 1781 – This Act amended the jurisdiction of the Supreme Court. It was deprived of its right to action arising in the collection of revenue. Landholders, farmers or other persons connected in land revenue work were not covered by the Supreme Court. In the same way, no person, just by virtue of being the Company's employee,could be subjected to the Court's jurisdiction. Even though the Court's jurisdiction extended over all the inhabitants of Calcutta, the Court had to take into account personal its laws of Hindus in case of Hindus and Quranic law in case of Muslims.The Amending Act recognised the appellate jurisdiction of the Governor- General and Council and confirmed their judicial authority to entertain all such pleas and appeals as they had done all along as a Court of record. The Governor General and Council were further invested with 'power and authority, from time to time, to frame regulations for the provincial courts and councils'. Their legislation under this 22

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Act, was not to be subject to registration inthe Supreme Court of Judicature, but was required to be finally approved by the Crown. The shortcomings of the Amending Act soon became manifest.

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The urge for a change was very strong and it could not be suppressed for long.

Pitt's India Act provided for a body of six commissioners popularly known as the Board of Control. It consisted of one Secretary of State, the Chancellor of the Exchequer and four Privy Councillors appointed by the king and holding office during his pleasure. Three of the six formed a quorum and the President possessed a casting vote in case opinion was equally divided. The Secretary of State was to preside over the meetings of the Board, which in his absence, done was by the Chancellor of the Exchequer or a Senior Commissioner.

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The Amending Act of 1786 took care of the problem related to the Councils of the Governor-General and Governors. The Act invested the Governor-General or Governor with power to override the decision of his Council and act without its concurrence in extraordinary cases involving in his judgment the interests of the Company or the safety and tranquillity of British India. If the Governor-General or Governor had to use this extraordinary power, to overrule the majority, both sides had to put in writing their respective positions on the issue under dispute. If the Governor- General or Governor finally chose to act in his own way, he was personally to bear the responsibility of the measure adopted without the concurrence of the Council. In 1784, the Central Secretariat had three main branches: General, Revenue and Commercial. Judicial branch was later recognized in 1793. •

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Reconstruction of Departments in 1815 – The organisation of the Secretariat was again revised in 1815 in conventionality with a plan proposed through the Governor-General. This was partly in conventionality with the necessities of the Charter Act of 1813 which had directed that separate accounts to be maintained of the Company sterritorial and commercial revenues. This separation had also been ordered through the Court of Directors and was necessitated through the policy laid down through the Parliament and the home authorities. Accordingly, a new Territorial Department was created. The

office of the Commissioner and sectional arrangement in the Secretariat saw the light of the day under Lord Bentick's rule. Under the CharterAct of 1833 the Governor General of Bengal was appointed as the Governor General of India and policy formulation was centralized for all territories under the company at the council of the Governor General Of India (Head of the British Administration In India). Also there was an establishment of communication between the Governor General's office which was the head quarter and its various field units and formal units of organisation was established like in 1844 established 4
24 NSOU CC-PA-03 NSOU CC-PA-03 25 departments of Finance, Home, Foreign and Military. In continuation of that process Lord Dalhousie established Post and Telegraph services. Railway Department, Public Works Department etc. Administration in India til1 1858 was in the hands of the EastIndia Company which was then a monopoly trading body. During this time British Parliament two major Acts to manage the Indian affairs. The RegulatingAct and Pitt's India Act. Subsequently, Acts of 1793, 1833 and 1853 were passed by which the Company was steadily deprived of its authority and power in India and its privileges curtailed. Finally, the Act for the better Government of India, 1858 passed after the Sepoy Mutiny, brought the governance of India directly under the Crown. 2.4 British Administration in India : The Second Phase (1859-1947) The Revolt of 1857 then shook up this system and that

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led to the end of the British East India Company's rule in India. The government of India Act 1858 passed in the British Parliament led to the company's dissolution and all powers transferred to the British Crown which then created an India Office in

India and a Secretary of State post was established with Indian governance and policy formulation matters. The Governor General was converted to

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Viceroy General of India (Chief Administrator of the British Crown in India)

who implemented the policies devised by the India office which actually only had the role of passing on orders of the British Parliament. • The Indian Councils Act 1861 – The advance made through the Indian Councils Act 1861 over the 1858 Act was mainly in the inclusion of

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a number of non- official members in the Executive Council of the Governor-General. The

Governor General's executive council consisted of five members. And for the purpose of legislation, the council was reinforced through six to twelve nominated members for a two-year term. Half of these were to be non-officials, both European and Indian not in the service of the Crown. There were similar councils at the provinces. The powers of the Governor-General increased more in the field of legislation. The Council was presided over through

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the Governor-General. His prior approval was necessary to introduce measures affecting public finance, religion, discipline

and maintenance of military and naval forces and relations of the Government with foreign princes and States. • The Indian Councils Act 1892 – The Indian Councils Act 1861 naturally could not satisfy the progressive public opinion in India.

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In its very first session the Indian National Congress passed resolution to create these councils broad based,

elected body with powers, over budget and powers to inter pellate the Executive. To move too fast is dangerous, but to lag behind is more dangerous. Still Lord Ripon,
24 NSOU CC-PA-03 NSOU CC-PA-03 25 Lord Dalhousie's policy of providing for legislation on the basis of petitions from individuals and their associations contributed to the organisation of opinion for reforms. Constitutionalism and consultative machinery therefore moved towards a government based on popular representation. Lord Dufferin's Egyptian experience in the establishment of elected provincial councils was encouraging. He wanted to experiment the same in India. The main recommendations of the Dufferin Committee (1888) were: I. The expansion of Presidency councils and enlarging their functions; II. Providing representation to significant interest; III. Representation to Muslims in proportion to their population; 2.5

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The Morley Minto Reforms 1909 • The Main Provisions – The Indian Councils Act (1909) considerably increased the strength of legislative councils - the Imperial and provincial. For the Imperial benefit, the Supreme Council, added the number of additional members. It was raised from 16 to 60. For major provincial councils, the number was raised to 50 and for minor provinces it was fixed to 30. The additional members were both nominated and elected. The principle of election was functional representation. In the Supreme Legislative Council, the official majority was maintained through the provincial councils, the non-officials shaped the majority. The Act definitely expanded the functions of the legislative councils. They were concerned in discussions on the budget (The Annual Financial statement), discussion on any matter of general public interest and thirdly the power of asking questions. The Act also increased the number of Executive Councillors in the three major Presidencies - Bombay, Madras and Bengal. Indians were now appointed as members of the Secretary of States' Council (1907) and members of the Governor-Generals' Council (1909). 2.6

The Administrative Structure • Reorganization of Departments –

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Constitutional reforms were reflected in the changing structure of the governmental machinery as the government moved towards the federal form. Creation of new departments, their reorganization and setting procedures for smooth conduct of department business naturally became inevitable. Departmental organisation not only creates administration smooth but also streamlines its processes and secures economy in its operation. In the beginning, administration was grouped under two broad segments one covering General, Foreign and Finance and the second covering Secret, Revenue and Judicial departments. 26

NSOU CC-PA-03 NSOU CC-PA-03 27 • Financial Administration –

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A centralized financial system was introduced in 1833 as the earlier structure was too diffused for effective control and economy. Lord Ellenborough created the post of a Finance Secretary at the Central stage and brought all financial operations under the review of the Government of India.It realized effective control and economy but ended in delay in final approval. Ellenborough really wanted to have a Finance Member on his council. For Central control the office of the Comptroller General of Accounts was createdand he remained in charge of appropriation audit. •

Police Administration – The law and order was previously maintained by the community function and was administered through a non-official force controlled through individual zamindars. Lord Cornwallis introduced the daroga system in 1792, replacing zamindari thanedars, under the direct control of the district head and on its payroll. At the village stage, village patels performed, both revenue and police functions. With the experiment in Sindh through Sir Charles Napier, a separate self contained expert police force came into subsistence. • Local Administration –

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Local government institutions are both natural and useful. Village community. Government

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existed in India with a village headman performing both civil and judicial functions. But the present system of local government is entirely a British creation. The principle of election and the concept of representativeness were foreign to the old local government system. The Mayo resolution of 1870 stressed the need for introducing self government in local areas to raise local possessions to administer locally significant services and also to give local interest and care in the management of their funds

The Govt. Of India Act in 1919, created the All India Services replacing the imperial civil services format. This act also advocated the setting up of Public Service Commissions in India. The provincial civil services were under the control of the provincial governments. Lee Commission and the Royal Commission on superior civil services specially recommended for the establishment of central services. Subordinate services were advocated for removal from the classification of civil services and transferred to the regional levels for conducting examination and filling up of positions only by Indians. So, basically it was a system to prevent Indians from entering the higher civil services as everybody could not afford to go to England for training and examination purpose and the lower levels were more approachable and attainable by the Indians. The Montague Chelmsford reform in 1919 made it a transferred subject under the dyarchy that led to the establishment of a number of panchayats in all villages to have a proper and efficient local self government or administration as well as revenue collection for the British but was still under the total
26 NSOU CC-PA-03 NSOU CC-PA-03 27 control of the District collector and red tapism and corruption plagued it. Constant funds crunch was always there as a deliberate attempt by the British to stranglehold the provincial Indian governments from having control over them and so had to depend on the centre/British government for everything. •

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Machinery of Dyarchy at the Provinces - The division of subjects into Central and Provincial (Federalism) and the further division at the provincial stage flanked by Reserved and Transferred subjects was a novel characteristic of the Mont-Ford Reforms. Dyarchy means double government at the provinces. The 'Reserved' subjects in charge of councilors, 'nominated' through the Governor and transferred subjects incharge of councilors – Ministers were 'appointed' through him. The reserved subjects were really 'key'

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departments while transferred subjects were feltsafe' even if placed in the Indian hands. The councilor in charge of reserved subject was not responsible to the Secretary of State and the British Parliament. The ministers in charge of transferred subjects were responsible to the provincial legislature. • The

Simon Commission (1927) – The Commission was appointed in 1927 with Sir John Simon as its Chairman. The Simon report recommended the discontinuation of the dyarchy and leave provincial government in the hands of ministers responsible to provincial legislatures. Some safeguards, though, were retained in the interest of minorities in the grant of special powers to the Governor. It recommended a Federation like structure at the Centre — a Council of Greater India'representing' both the interests of the British India and the princely States. 2.7 The Government of India Act 1935 The Government of India Act 1935 was introduced in provinces. It was expected that the All India Federation would follow and provinces would get status of Federal units. But the All India Federation did ultimately not materialize; the Governor General Council exercised the executive authority on behalf of His Majesty. Even though the Federation did not come into subsistence, Federal Court, Federal Public Service Commission and Federal Railway Authority started functioning. Unilateral decision on the part of the British Government of India's participation in the Second World War on behalf of the Allies provoked Congress. It wanted the British Government to declare that India would be free after the war. The Government declared that it would undertake the review of 1935 Act immediately after consulting with several representatives of communities and Princely States. Participation in the Advisory Consultative Group although suggested through the Governor- General but it was felt
28 NSOU CC-PA-03 NSOU CC-PA-03 29 inadequate because the Governor-General would accept its advice at his will. Under these circumstances, Congress ministries by adopting the resolution in the Working Committee, resigned from their offices in October 1939 creating a political deadlock. Declaration of constitutional breakdown through the Governors was no solution to this situation. 2.8 Conclusion Indian administration till 1858 was in the hands of the East India Company which is a monopoly trading body. To regulate it's management of Indian affairs,

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the British parliament passed two major Acts, the regulating Act and Pitt's India Act.

The act for better government of India, 1858 passed after Sepoy Munity brought the governance of India directly under the crown. British government was trying to reconcile between the interests of the empire and national interests of the Indian people. The constitutional experiments beginning with the Indian council Acts which tried therefore to obstruct the transfer of effective power to the Indian people by making the governor General autocratic and Legislative Council dominated by official element and divided in it. The Round Table Conferences indicated the nature of the new constitutional reforms. The 1935 Act is not only acted as an interim constitution but also provided a basis of the Constitution of free India. The Acts along with earlier constitutional reforms gave direction to the process of change as well as influence its contents. 2.9 Summary •
The British administration was district-centered. It was headed through a generalist head with an overriding authority. •

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The year 1773 was a landmark in the growth of Indian Administration. Before 1773 there was no central authority in the country. The 1773 Act restricted the powers of the presidencies from making war or treaties without the sanction of the Governor-General in Council. • This confirmed the British Parliament's control over East India Company's affairs. The Pitt's India Act of 1784 placed Indian Affairs under the direct control of the British Government, by establishing a Board of Control representing the British Cabinet, over the court of Directors. •

This system with some modifications remained in operation till 1858. •

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The present administrative system in India was evolved during the East India Company's rule in the country. 28

NSOU CC-PA-03 NSOU CC-PA-03 29 2.10 Glossary Factory : Trading Station of East India Company, where number of Trading work or factors were happened. Factors : The word used in this context, to mean various types of transaction made by agent. 2.11 Model Questions • Analyse the administrative set up during East India Company. • Explain the various Acts by British government to evolve administration in India. • Discuss the adminsitartive set up during 1858-1947. • Elaborate the features of Morley Minto and Montague-Chelmsford reforms in field of administration. • Analyse the importance of principle of Diarchy. • Trace the implications of Government of India Act of 1858 and 1935. • Point out the features of Pitts' India Act. • Write a note on Indian Councils Act of 1861 and 1892. • What was the administrative structure during British era. 2.12 References • Agganvala, R.N., 1962, National Movement and Constitutional Development of India; 4' ed., Metropolitan Book Co. (P) Ltd., Delhi • Mahajan, V.D., 1956, Constitutional History of India; S. Chand and Co. (P) Ltd., New Delhi • Mishra, B.B., 1956, The Central Administration of the East India Company 1773-1834; Oxford University Press, Mumbai • Roy, N .C., 1958, The Civil Sewice in India; K.L. Mukhopadhyay, Kolkata Unit: III Indian Administration after Independence: Continuity and Change
30 NSOU CC-PA-03 NSOU CC-PA-03 31 30 Unit - 3 ? Indian Administration After Independence: Continuity and Change Structure 3.0 Objectives 3.1 Introduction 3.2 Indian Administration : The Nationalist Spirit 3.3 Indian Administration : The Innovations 3.4 Indian Administration : The Federal Decentralization 3.5
Conclusion 3.6 Summary 3.7 Glossary 3.8 Model Questions 3.9 References 3.0 Objectives • To understand the process of planting Nationalist Spirit in Indian Administration. • To understand the process of internalising the Administration in newly framed Constitution • New innovation of the process of Administration in a "Rural predominated" Country. • To understand the process of changing perception of (Indian) Admistrator, from former "subject" to present "citizen". • To understand Federal and Decentralized structure of Administration, that made after Independence. 3.1 Introduction By nature Administration is a long lasting permanent institution in the socio-political process of any country. For that the external political change, does immediately not effect the habit of contitnuity in the Administrative Institution.

30 NSOU CC-PA-03 NSOU CC-PA-03 31 This is an universal truth, and Indian Administration is not an exception. Normally the basic function of the Administration is to act as an instrument, designed by the Constitution, following the social character, to give an effective and economic objectification of the decision of the Government. The framers of the Constituion were the believer in 'consensual' style of decision making as well as implementation. There is no doubt that the British rulers in India, in the course of their rule primarily designed the Administration in harmony with their Colonial purpose and interest. But "We the people in India" elevates a new status of citizenship in place of subjetship. This obviously demands a new developmental and egalitarian values, which bring the Administrator to the status of "public servant" in place of "rulling executive". As Rulling Executive, the Administrators were neither subordinate nor responsible to the legislature. ActuallyAdminster under British hegemony did never bear the social resposibility. Their prime functions were to maintain law and order, collection of Taxes and dispensation of justice. But that has completely got topsy-turby, after Independence. So the prime target fixed for the Administration, after Independence, is to adjust and accommodate the changing pattern of socio-political context. 3.2 Indian Administration : The Nationalist Spirit There has been continuity in the Indian Administration after 1947 from the pattern that existed before independence. At the same time the political background and the psychological atmosphere and the objectives of administration have changed completely after independence. Mainly of the cadres in Administration got depleted as mainly of the Muslims and European Civil Servants resigned and left the country. So there were neither the possessions nor the people to set up new administrative machinery. A stable and well-founded administrative organisation comprising departments and civil services was the critical need of the hour. So, the then existing administrative framework sustained after independence. Though, free India adopted its own Constitution within three years after Independence. The objectives and nature of this Constitution are altogether dissimilar from those of the constitutional Acts prevailing under the British rule. Corrobroated with Free India's has been a democratic constitution - free periodic elections to the national Parliament and the State legislatures, adoption of laws, amendments of the Constitution, control over the executive and expression of popular opinion The Constitution contains the ideal of welfare, socialist State. A federal political system based on the Union (Central) Government and State Governments, set up by the Constitution. Local Governments, urban and rural, looking after the civic and also developmental functions, as are
32 NSOU CC-PA-03 NSOU CC-PA-03 33 provided for by the Constitution. Public Service Commission's at the Union and the State levels ensuring the selection of meritorious public services are established by the Constitution. These and other provisions of the Constitution have increased the responsibilities of Public Administration in the country. Moreover, the public services are accountable to the Parliament and State legislatures. They also have to be sensitive to the aspirations and grievances of the people who elect the government in the country.

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The pre-independence era saw the administrative organisations of the Central and the State (then called 'Provincial') governments intact. This was a factor contributing to the undisturbed transfer of power from the British to the Indian hands. The administration of the country's security, law and order, finances, communication system, educational organisation and other elements of the infrastructure after 1947 continued as before. At

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independence on 15 August 1947, the following eighteen departments (re-designated as 'Ministries') functioned under the Government of India: (1) External Affairs and Commonwealth Relations, (2) Defence, (3) Finance, (4) Home, (5) States, (6) Legislative (Law), (7) Commerce, (8) Industries and Supplies, (9) Railways, (10) Transport, (11) Communications, (12) Labour, (13) Agriculture, (14) Food, (15) Education, (16) Health, (17) Information and Broadcasting, (18) Works, Mines and Power. From five departments in 1858, at the time of

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transfer of the government in India from the charge of the East India Company to the control of the British Parliament (actually handled through British Government), to eighteen in 1947 indicated an enormous augment in the administrative activity.

In terms of internal organisation and relationships within the departments, the working of the Departments has not changed much after independence. Hierarchy and impose of written word and communication have continued. Red-tapism laid the issue pending still haunted the administration. Pre-independence manuals, prepared during the colonial rule, still remain in most of the older departments with slight modification here and there. The Chief Secretary of provincial administration before 1947 continues today; but at the Centre, the Cabinet Secretary, de facto head of administration, is an innovation. Another recent development is the growth of independent regulatory agencies like TRAI in telecommunication, SEBI in shares and stock exchanges, etc. These agencies have been set up to lend a degree of independence, away from normal executive departments, to quasi-judicial arbitration, rate-fixation and conflict resolution functions of the government.
32 NSOU CC-PA-03 NSOU CC-PA-03 33 3.3 Indian Administration : The Innovations

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The post-independence administration in India was fairly stable due to the continued tenures of

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public services which were in office before independence. The Indian Civil Service and the Indian Police Service were the two All India Services that helped the country to hold together. The other All India Services included the medical, engineering, forest, educational and others. The Indian Civil Services was the most pivotal and prized of these services. Its members occupied positions in the executive councils of the Governor General of India and the provincial Governors. Most of the posts of Secretaries to the departments in the Central and provincial governments and of heads of executive departments were held by them. ICS men were district collectors- and magistrates deputy commissioners. Before independence, the officers of the ICS and other All India Services were appointed by the Secretary of State for India. After independence, under the India Independence Act, 1947, the ICS and other officers in All India Services, who continued in office, became officers in the service of the Government of India. At independence about two hundred and fifty (250) European ICS officers retired, while about fifty (50)of them opted to be in office here. Vallabhbhai Patel, India's Home Minister realised the dire need of the Indian members of the ICS continuing in service here after 1947. He assured to honour the existing terms and security of their tenure. They did contribute to the stability and continuity of the Indian administration. After independence the Indian Civil Services was replaced by the Indian Administrative services. A larger number of the officers in the IAS and the Indian Police Service (that replaced the Imperial Police Service) were required to replace, the former services. They had to man the posts in the recently merged princely states. Much more than that, the character of these All India Services had changed after independence. India became a democracy after independence. The services had now to serve the people of the country, and not the imperial masters. The ICS men were not only officials; they were a part of the colonial government. The officials is independent India

were

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no more rulers, they had to imbibe the democratic temper of its polity. This marked a change from the pre-1947 scene.

After Independence, the welfare and development content of the administration has become very prominent. It might be said that this content has become predominant over the law and order and regulatory content. It does not happen that throughout the British rule the development and welfare characteristic did not exist at all. It was there, but it was subordinated to the chief motivation of the foreigners to rule over this country and its people. Health and medical facilities at an elementary stage
34 NSOU CC-PA-03 NSOU CC-PA-03 35 were started. Agricultural research was commenced. After the First World War, fiscal incentives were given for industrial development through individual initiative. But the Public Administration under the British was not deeply involved in the development of the country and welfare of the people. The Preamble of the Constitution seeks to secure to all citizens social and economic justice and equality of status and of opportunity. This object is further elaborated in Part IV of the Constitution which deals with Directive Principles of the state policy. These principles provide guidance to the government in creation laws and administering them. Therefore, the following are mainly significant in the middle of these Directive Principles. The State is to strive to minimize the inequalities in income and to eliminate inequalities in status, facilities and opportunities among the individuals and groups - territorial and vocational. Both men and women have an equal right to an adequate means of livelihood values among people. Equal pay for equal work is another Directive given through the Constitution. The moral and material health of children and youth is protected. Equal justice and free legal aid are assured. Within the limits of the economic capability and development of the state, the right to work, education and public assistance in old age, unemployment, etc., is secured. Humane circumstances of work and maternity relief are provided for. A living wage and a decent standard of life would be sought to attain. Workers' participation in industrial management would be promoted.

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Free and compulsory education for children up to the age of 14

years would be provided. The welfare of the scheduled caste and scheduled tribes and other weaker sections would be advanced. Though, these directives cannot be enforced through resort to courts or law but it paved the way for new public testing for state. The pressures of the people in a democratic set up have brought the welfare state. Planning has guided the economic development of the country since the beginning of the first five year plan from 1st April 1951. Plans formulated through the Planning Commission set up in March 1950, aimed at the rapid all round economic development of the possessions of the country. The progress achieved in development is also checked from time to time and remedial measures are adopted. Planning evokes public cooperation for its success. Plans set the targets of development in different sectors including industry, agriculture, electricity, minerals, transport and communication, education, health, etc. The administration at different stages, Central, State and local, is geared to the realization of the goals of the plans. It also furnishes data and statistics to the Planning Commission to enable it to frame the plans and check the progress in their implementation. The development administration in the rural areas has been faced with much more hard tasks than the administration of the public enterprises. Rising agricultural
34 NSOU CC-PA-03 NSOU CC-PA-03 35 production, helping to raise the quality of milk, yield of the much cattle, promoting the public health and medical standards, spreading education as well as taking care of its quality, provision of civic amenities - all these and other tasks in the rural areas had to be realized through breaking the walls of illiteracy and prejudice and providing needed economic means, technical tools and inputs. Involvement of the rural people in the process of transformation was sought through entrusting some of these tasks or their characteristics to their political and administrative institutions. Fruits of development have also to reach the poor farmers and rural laborers. 3.4 Indian Administration : The Federal Decentralisation The Constitution has divided the country's administration into two spheres, administration of the Union, that is, national and of the States. The Union administration looks after the subjects in list 1 of the Seventh Schedule of the Constitution and the States administer the subjects enumerated in
list 2. List 3 is the Concurrent list this consists with subjects on which
both the Union and the States are competent to legislate

and, so, to administer, but a Union law takes precedence over a State law on a matter incorporated in this list. The administration of the States covers the matters which are easier to tackle from a closer aloofness and those which conduce in better way to the welfare and development of the people of the state. Police, jails, land tenure and revenue, public works (except national, that is, inter-state highways, and river valleys, etc.), local government, etc., are examples of the former. Agriculture and animal husbandry, Health and medicine, social welfare, are illustration of the latter. The States administer (that is, levy,- collect and use) the taxes on agricultural income, estate and succession duties in respect of agricultural land, taxes on land and structures, electricity duties, vehicle and profession taxes, etc. Some of these, for instance, octroi, property tax, etc., are given over to the local bodies for levy collection and use through the State governments through legislation. The Union administers those subjects which are essential for national security and integrity, for the maintenance and growth of a nationwide infrastructure, and for national economic development. Defence, foreign affairs, atomic energy, citizenship, etc., ensure national security and integrity. Railways, airways, maritime and Inter-State transport and communications, etc., maintain the national infrastructure. Currency and coinage, foreign and Inter-State trade and commerce, industries of national interest, banking, insurance and national finance, facilitate economic development of the
36 NSOU CC-PA-03 NSOU CC-PA-03 37 country as a whole. The Union is vested with expanding financial, possessions. These possession are taxes on income other than agricultural income, customs, excise duties on manufactured and produced commodities (with some exception), succession and estate duties on properties other than agricultural land, etc. The common subjects in the Concurrent list enable both the Union and the States to legislate and administer matters of special and economic significance and of legal nature implying concern to both economic and social planning, transfer of property and contracts relating to other than agricultural land, population control and family planning, trade unions and industrial labour, employment and unemployment, etc. Civil and criminal laws are of concern to both, hence, are vested in both the administrations. Education, forests, protection of wild life, birds have been recently transferred from the State to the Concurrent list due to rising national importance and concern in them. The departments in State or State Ministry of Govt. of India headed by Ministry states are engaged in coordinating the work of the States, research, pilot projects, training and advice to the States on the concerned subjects. The remaining ('residuary') subjects are vested in the Union Government, President of India appoints Governors in evry states, by warrant under his head and seat. Governor shall not be the member of Parliamentory House of Legislative. Governor enjoys power according toward 160 and 161
of
the constitution. In normal times the Governor

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acts on the advice of the Council of Ministers led by the Chief Minister.

Before independence under the colonial rule, the involvement of the political parties, groups and workers in the administrative processes was very limited. This was because, at that time democratic political system did not exist in the country. It was through and large a rule of the bureaucracy. Under the Dyarchy laid down through the 1919 Act, the influence of the ministers who were political heads of the transferred subjects only was confined to these subjects and that too, subject to the exercise of discretionary powers and financial veto through the Governors of the provinces. The major, that is, dominant political party in the country, the Indian National Congress, had kept aloof from the administration for most of the time throughout 1920-47 except a brief interludes of 1937-39 and 1946-47. Under the provincial autonomy laid down through the 1935 Act, the political parties had some scope of influencing the administration. The term 'political involvement' is used here to refer to the extra-governmental influence of the political parties, groups and workers on the administration. The Central administration was kept absent from the sphere of political accountability even under the 1919 and 1935 Act. Whatever

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36 NSOU CC-PA-03 NSOU CC-PA-03 37 political influence was cast on it was through the debates in the Central legislature, that too was little. Secondly, as the functions of the State were limited to law and order and regulation, the people did not have several occasions for get in touch with the governments. Popular participation in administrative processes has assumed prominent proportions after Independence. Before independence, it was confined to the role of the popular representatives in the local self-governing bodies. After Independence, specifically from the late fifties, panchayati raj has been the main important channel of the participation of the rural people in the rural development administration. Community development was the earlier stage of this popular participation. But it was dominated through the officials, so it could not evoke adequate participation of villagers in rural development. So, panchayati raj was introduced in late fifties by a few State governments, like Rajasthan, Andhra, Maharashtra and Gujarat. But its progress was uneven in other States. Lately, West Bengal, Tripura, Andhra Pradesh and Karnataka introduced progressive measures relating to the panchayati raj. The 73rd constitutional amendment has given a further boost to popular participation in rural areas. Much still needs to be done to create it more meaningful and beneficial in conditions of rising agricultural production and improving the standard of life of the rural people. Cooperatives are another channel of popular participation in development. 3.5 Conclusion The important factors of change in Indian administration after Independence in comparison with that during British rule are the advent of democracy and the compulsions of development extension and a. welfare state. The elements of stability are found in the continuity of some of the departments and the smooth induction of new public services with the characteristics of political impartiality, selection on merit, integrity and commitment to the Constitutional objectives The Constitutional directives seek to promote the ideals of a just social and economic order and of a welfare state. Planning sets the targets of development to the administration in both the Union and the States. Now, besides national planning, State and District planning has also come into being. A large public sector to bring about rapid, all-round and self-sufficient industrial development has posed great challenge for efficient

38 NSOU CC-PA-03 NSOU CC-PA-03 39 managerial and administrative personnel in the public enterprises. The development administration in rural areas has to fulfil much more difficult tasks. Before 1947, the administration was centralised, though in reality administration at provincial level exercised a good deal of autonomy. The Constitution has created a federal political system. Popular participation in administration, particularly of development, occurs through the panchayati raj institutions, municipal governments, cooperatives and voluntary organisations. 3.6 Summary • Advent of democracy in 'State Character' inwardly change the focus and attitude of the Administration as well as of Administrator. • The adoption of 'Welfare State' concept, has made a huge compulsion to the administration. • Instead of being survived as a 'Social Force' of maintaining law and order, the Administrators become the chief functionery to speed up 'National Development'. • Administration, during post-Independence era, has to set a new socio- political and economic goal before its administrative activities. • Setting parliamentary Democracy, the makers of the Constitution bring the administrative structure under the direct control of Legislature and temporary political Executive. • Hither to centralized Administration has to adopt decentralized structure, since Independence. 3.7 Glossary • Nationalism and Administration. • Post Independent structure of Administration • Administration within Federal Structure. • Post-Independent innovation in Public Administration • Federal Decentralization and Administrative Structure.

38 NSOU CC-PA-03 NSOU CC-PA-03 39 3.8 Model Questions • Analyse the innovations in Indian administration in post-independence period. • Explain the public service commission setup in post 1947 India. • Discuss the areas of continuityand change in Indian administration after 1947.. • Elaborate the features of federal administration. • Analyse the importance of Directive Principles of State Policy. • Trace the implications of social development in Indian administration after 1947. • Point out the areas of Concurrent List. • Write a note on link between popular participation and decentralised administrative set up. • Mention the eighteen new departments set up in Indian administration after 1947. 3.9 References

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40 NSOU CC-PA-03 NSOU CC-PA-03 41 40 Unit - 4 ? Role of Indian Administration in Social Development and Social Justice Structure 4.0 Objectives 4.1 Introduction 4.2 Indian Administration and Society: The Relationship 4.3 Indian Administration and Social Change : The Implications 4.4 Indian Administration and Social Justice : The Implications 4.5 Conclusion 4.6 Summary 4.7 Glossary 4.8 Model Questions 4.9 References 4.0 Objectives • To understand the number of

autonomous bodies developed since independence, the focus of which are to decentralize the input process in Governmental decision making process. • The examine the Post independent Constitution that adopted a new value in socio-political and economic field, to establish an egalitarian welfare state. • To evaluate Administration as the prime means to the Government to reach the ends of welfare state. 4.1 Introduction Social Justice is a revolutionary concept which provides meaning and significance to life and makes the rule of law dynamic. When Indian Society seeks 40 NSOU CC-PA-03 NSOU CC-PA-03 41 to meet the challenge of socio-economic inequality by its legislation and with the assistance of the rule of Law; it seeks to achieve economic justice without any violent conflict. The Idea of welfare state is that the claims of social justice must be treated as cardinal and paramount. Social justice is not a blind concept. It seeks to do justice to all the citizen of the state. Social justice must be achieved by adopting necessary and reasonable measures. Thus the term Social Justice is a blanket term so as to include both Social Justice and Economic Justice. The concept of social-economic justice is a living concept and gives substance to the rule of law and meaning and significance to the ideal of a welfare State. The Indian constitution is an illustration of the forces at work in socio-economic jurisprudence. It sets out the Directive Principles of State Policy fundamental to the governance of the country and spells out

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a social order in which Justice, Social, Economic and Political, shall inform all the Institutions of National life.

Social justice takes within its sweep the objective of removing all inequalities and affording equal opportunities to all citizens in social affairs as well as economic activities. When the civil society developed into an administrative unit, the rules of conduct acquired a political sanction and a Breach of them was made to culpable through the legislative sanctions. 4.2 Indian Administration and Society: The Relationship The administration during the British colonial rule in India was coercive suppressive and insensitive to the sentiments and needs of the Indian people. The British rulers paralyzed the peace and prosperity of Indian by dividing Indians on the basis of caste creed, religion, language and occupation so as to conflicts between different communities to meet their selfish ends. There exist Jajmani System a system of traditional occupational obligations. Castes in early India were economically interdependent on one another. Thus Jajmani System as a system governed by relationship based on reciprocity in inter caste relations in villages. It is believed the Jajmani System to be the Chief Instruments of coercion, control and legitimating wielded by high caste landowning Hindus. Similarly, Lewis and Barnoww (1956) are in the opinion that the vast difference in power between the rich and the influential Jajmans and the poor and landless Kamins leads to the exploitation of Kamins and coercing them into sustaining the power of those who have the higher rank and the

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42 NSOU CC-PA-03 NSOU CC-PA-03 43 upper hand. Norms and Values : The traditional method of payments almost in all religions in the country is that. It has relation with the harvest time when each landowning farmer family hands over a some newly produced food grains to various Kamins; however, these harvest payments are only part of what the Kamin family receives. The kamin may be dependent on the Jajmani for his house site for places where animals may graze, for wood and cow dung fuel, for loan of tools, In addition, the Jajman may give him clothes and gifts on ceremonial occasion and may also help him with loans of money in emergencies Caste is the social concept specially patent of India. This deep-rooted and wide- spread practices divides society vertically and horizontally into several Castes. Caste system was described by sociologists as a major social evil in India. Wherever no human child is born with any religious and Caste characteristics, these are put into the minds of children subsequent to their birth by elders. The Caste system is generally accepted as one of the most complexly stratified of all the social systems on the earth and it is the most striking feature of the Indian society. In fact, it cuts across the religious boundaries and encompasses the rest of the religious communities in some measure in India. As it may further he said that every Hindu is born into a Caste and his Caste determines his religious, social, economic and domestic life from the cradle to the grave. The Caste system is a complicated one, both theoretically and practically, it is an institution that portends tremendous consequences for all concerned. It is a national problem capable of wide social tension; for as long as Caste in India does exist, the Hindus will hardly do inter-marry or have any social intercourse with outsiders; and if Caste-minded Hindus migrate to other regions on the earth, the Indian Caste would become a world problem. Dr. Ambedkar was of a firm view that unless Indian Suppressed Classes do not get political power, nobody can ameliorate their miserable condition, therefore, he advocated for proportionate representation in the formation of Government at Centre and State level. Article 330 to 342 provided for special provisions relating to Depressed Classes. Reservation of seats for Scheduled Castes and Scheduled Tribes in Lok Sabha as well as in State Assemblies and also been made under the Constitution. According to Article 325 there shall be one general electoral roll and no person is ineligible for inclusion in it on grounds of only religion, race Caste, etc. Article 340, however, empowers the President to appoint a commission to investigate conditions of socially and educationally Backward Classes. Dr. Ambedkar believed that the establishment of a real democratic society in India would be possible only when Untouchables and

42 NSOU CC-PA-03 NSOU CC-PA-03 43 other weaker sections of society would be given the equal opportunity to enjoy the basic Human Right. He had not only wanted political democracy but also thought it is necessary, for the establishment of social democracy in India. With the independence of India, a new Constitution was adopted for the country embodying the social philosophy and economic values towards attainment of an egalitarian welfare State. A separate chapter on fundamental rights including individual rights and freedoms and a chapter on directive principles of State policy comprising social rights has been incorporated in the Constitution of India and the Judges have endeavored to harmonies the individual rights with the social interests of the community through their judicial decisions. The function of law is now to resolve the conflict between right of individual and the interests of the society. There is, therefore, no conflict between fundamental rights and directive principles of State policy as both are aimed at ushering an egalitarian society for the welfare of the nation as a whole. The legal philosophy enshrined in the Preamble and chapters on fundamental rights, directive principles, fundamental duties, provisions relating to powers and functions of the judiciary and amendment of the Constitution amply demonstrate the entire focus is on the welfare of the Indian masses and making law responsive to the social needs. The welfare legislations enacted during the post- independence era, and its aim was to establish an equetable society A picture of the constitution will give us the right perspective for appreciation of the scope and place of Social Justice as an aspiration of the Nation The former chief Justice of India, P.N. Bhagwati Inter-alia observed: 'Today a vast social revolution is taking place in the judicial process, the law is fast changing and the problems of the poor are coming to the forefront.' The Court has to innovate new methods and device new strategies for providing access to justice to large masses of the people who are denied their basic human rights and to whom freedom and liberty has no meaning. Mr. Justice K. Ramaswamy has expounded the concept of social justice. In Consumer Education Research Centre v. Union of India case it was observed: The Preamble and Article. 38 of the Constitution of India are the supreme law envisages social justice as its arch to ensure life to be meaningful and livable with human dignity. The concept of social justice which the Constitution of India engrafted in the concept of diverse principles essential for orderly growth and development of personality of every citizen. Social justice' is thus an integral part of justice in a generic sense. Justice is genus, of which social justice is one of its species. Social justice is a dynamic device to mitigate the sufferings of the poor, weak Dalits, tribal's and deprived sections of the society and to elevate them to the level of equality to live a life of dignity of person. Social justice is an essential part of complex of social change to relieve poor etc. From handicaps, and to make their life livable for greater good of the society at large.

44 NSOU CC-PA-03 NSOU CC-PA-03 45 4.3 Indian Administration and Social Change : The Implications Implication of social changes refers to a significant change or alternation of behaviourial pattern and cultural values over a period of time. By "significant alteration", sociologists mean changes yielding profound social consequences. Examples of significant social changes having long-term effects include the industial revolution, the abolition of slavery, and the feminist movement and here in our case, transfer of power from imperialist rule to democratic and Constitutional rule or in popular word, "political Independence". After Independence, our Constitutional forefeathers envisaged and Indian Democracy with an ambience of opportunities, and would try to sustain a strong effective democratic leadership. Its goal was to create hope among the citizens who were so far being called as 'subjects'. India's democracy was at the centre of governance architecture. Its attempt was to creates opportunities, sustains leadership and generates hope. Good governance being central to the Indian democratic experience could be seen more clearly when we look at what was happening in our part of the world. The major shifts in India's national value system made impact both on the nitty and gritty of administration as well as the intellectual build up of the civil service, the police and the judiciary. This is not the occasion to analyse how it came in the way of India's successes and failures in the social, economic and political domains, but whenever there is a major shift in political discourse governance gets affected both in its content and emphasis. The major challenge was to put in place institutional arrangements for service dilivery that would be workable in a particular district or a region and should be made to function in a manner that would intelligible to the local people and that also encouraged them to participate. Such institutions would be responsive to the citizenry and reasonably efficient in the delivery of public services. The concept and practice of good governance in a country demands that there should be constructive mechanisms and procedures that would enable the three principal actors – government, market and civil society – to play in concert and to supplement each other's capability. Women are key to good governance. Their increasing representation in democratic institutions have provided stability to Indian polity. Women can bring constructie, creative and sustaniable solutions to the table. Women participation

44 NSOU CC-PA-03 NSOU CC-PA-03 45 in economic programmes needs to be augmented for in women we get expendable providers, educators, caretakers and leaders. Scholars as well as administrators argee that participation of civil society in decision-making, public sector capacity building and rule of law are essential for quality and timely delivery of services. It is being widely appreciated that good governance is dependant not merely upon good policy advises but more importantly on the processes and incentives to design and implement good policies. The aim of our Constitution makers was to established an Organization to implement the policies of the Government neutrally and effectively. They primarily followed foot-print of Imperial Power to built up the Administrative structure, and then to work on that structure, they initiated a new training programme for them to change their colonial outlook, which once taught them to view the people as "subjects', and to adopt the culture of viewing not merely as an administrators but as 'public servants'. So new training schedule developed to augment a new trend of behaviour of Officials. The main intention of our Constitution makers was to re-create a new Public Administration which would play an important role in democracy, not only as an instrument of governce but also as a mechanism for social change and progress in the country. To their views the role of Public Administration should not only to protect its citizen from internal and external damages, but would take and active role in the social, political, economic and cultural development of future India. Our Constitution Makers wanted to form a 'Welfare State' where the democratic State would expand its functions to the welfare of the society. Our Constitution, which is the supreme document of the land, emphasized the need of establishing such goverance and Governmental system which should look for 'good governace' but their aim would be to materialize a 'Pro people governance'. The constitution in its Part IV has laid down some of the principles which are expected to be followed by the state as fundamental in the governance of the country. These principles enunciated the 'rights of community', which are to be secured by the government as per its capacity. The well being of the community is becoming increasingly dependent on efficient governmental management i.e. the public administration rather tha on the separate efforts of individual.

46 NSOU CC-PA-03 NSOU CC-PA-03 47 4.4 Indian Administration and Social Justice : The Implications Social inequality assumes a particular reprehensible form in relation to the backward classes and communities which are treated as untouchable, and so the problem of social justice is as urgent and important in India. In a comprehensive sense social justic is also include economic justices. The concept of social justice thus takes within its sweep the objective of removing all inequalities and affording equal opportunities to all citizens in social affairs as well as economic activities The constitution of India is a basic document which provides for women empowerment within the framework of the plenary provision of article 14,15(3)21 39a 51a and preamble. The courts always try to interpret the cases which are detriment to women within the area of social justice with these articles. The right to elimination of gender based discrimination so as to attain, economic empowerment, from part of universal human rights reservation for women in government jobs and private institutions would amount to positive discrimination. Reservation for women would become a populist tool at the hands of women powers of providing opportunities to in male dominated society is equally strong. The parliament has succeed in its efforts to provide for reservation seat in election to the Panchayats and municipalities. These have provided in article 243a to 243t of the constitution of part 9 and part 9a which have been added to the constitution by 73rd 74th amendment acts with article 243a to243d and article 243p to 243z.At present 33% reservation has been provided for women in Panchayats and Municipalities local bodies. As per to article 243d, only few states have provided 50% reservation of which prominent seats are in Bihar.

75% **MATCHING BLOCK 58/369** W

Not less than one third including the number of seats reserved for women belonging to the

scheduled casts. And scheduled tribes of the totals number of seats to be filled up by direct election in every panchayats shall be

64% **MATCHING BLOCK 59/369** W

reserved for women and such seats may be allocated by rotation to different constituencies in a panchayat.

Article 243t of the constitution provides similar provision for reservation seats for women in direct election in every municipality. Therefore holding of 33% of seats for women candidates and perform all public function at the panchayat and municipality level are the constitutional mandate. Our Constitution aims at equality of status and opportunity for all citizens including those who are socially, economically and educationally backward. The claims of members of backward classes require adequate representation in legislative and executive bodies. If members of Scheduled Castes and Tribes who are said by this Court to be backward classes, posses minimum necessary requirement of
46 NSOU CC-PA-03 NSOU CC-PA-03 47 administrative efficiency not only representation but also preference may be given to them to enforce equality and to eliminate inequality. Articles 15(4) and 16 (4) bring out the position of backward classes to merit equality. Special provisions are made for the advancement of backward classes and reservations of appointments and posts for them to secure adequate representation. These provisions will bring out the content of equality guaranteed by Articles 14, 15 (1) and 16 (1) the concept of equality because equality means equality to all and not merely to the advanced and educated sections of the society. It follows, therefore, that in order to provide equality of opportunity to all citizens of our country, every class of citizens must have a sense of equal participation in building up an egalitarian society, where there is peace and plenty, where there is complete economic freedom and there is no pestilence or poverty, no discrimination and oppression, where there is equal opportunity to education, to work, to earn their livelihood so that the goal of social justice is achieved. The Constitution of India has solemnly promised

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to all its citizens justices- social, economic and political; liberty of thought expression, belief, faith and worship; equality of status and of opportunity; and to promote among

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all fraternity assuring the dignity of the individual and the unity

of the nation. The Constitution has attempted to attune the apparently conflicting claims of socio-economic justice and of individual liberty and fundamental rights by putting some relevant provisions. The Indian Constitution is first and foremost a social document and the core of the commitment to the social revolution lays in Part III and IV in the Fundamental Rights and Directive Principles of State Policy which Ambedkar described as 'The conscience of the constitution.' The manner in which social revolution should be brought about is contained in the 'directives' incorporated in Articles 38 to 48 of the constitution. The 'directives' cover a wide area of economic and social activity, even taking within their fold matters like free legal aid to the indigent and the need to have a uniform Civil Code. Directives like equal pay for equal work for both men and women, distribution

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of material resources of the community so as to sub serve the common good,

right to an adequate means of livelihood, curbs on the concentration of wealth in the hands of a few, obligation by legislation to provide for a living wage, right to work, right

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to education and to public assistance in case of unemployment, old age, sickness and disablement,

participation of workers by suitable legislation in the management of industries, provision for free and compulsory education for children, envisage a total transformation of the society. Article 41 recognizes every citizen's

85% **MATCHING BLOCK 65/369** W

right to work, to education & to public assistance in cases of unemployment, old age, 48

NSOU CC-PA-03 NSOU CC-PA-03 49 sickness & disablement and in other cases of undeserved want. Article 42 stresses the importance of securing just and humane conditions of work & for maternity relief. Article 43 holds before the working population the ideal of the living wage and Article 46 emphasizes the importance of the promotion of educational and economic interests of schedule castes, schedule tribes and other weaker sections It must also be remembered that the mandate of Article 38 of our Constitution, which reads as under: 'The State shall strive

82% **MATCHING BLOCK 66/369** W

to promote the welfare of the people by securing and protecting as effectively as it may a social order in which justice - social, economic and political,

shall inform all the institutions of
the national life. The constitution (44th amendment) act 1978 inserted a new directive principle in article 38 of the constitution provides that the state shall in particular, strive to minimize inequalities in income and Endeavour to eliminate inequalities in status, facilities and opportunities, not only among individuals but also among the group of people residing n different area or engaged in different vocations. The new clause aims at wages to eliminates inequalitiy in various spheres of life. 4.5 Conclusion The welfare legislations has been enacted during the post-independence era. The establishment of Human Rights Commission, Women's Commission, Family Courts, Industrial tribunals, Administrative Tribunals, Ombudsman, Panchayati Raj, and Lok Adalats etc are only a few illustrations to suggest that the sole objective is to make justice available to a common man and ameliorate the sufferings of masses including women, children and other neglected and weaker sections of the society. The laws relating to consumers protection, dowry prohibition, abolition of bonded labour, control of environmental pollution etc. have been enacted to provide social justice. The Civil Rights Act, 1955; The immoral Traffic (Prevention) Act, 1956; The Probation of Offenders Act, 1958; The Medical Termination of Pregnancy Act, 1971; The Equal Remuneration Act, 1976; The Family Courts Act, 1984; The Child Labour (Prohibition & Regulation) Act, 1986 The Legal Services Authorities Act, 1987; The Environment (Protection) Act, 1986; The SC & ST (Prevention of Atrocities) Act, 1989; The Child Marriage Restraint (Amendment) Act, 1978; The National Commission for Women Act, 1990; The Public Liability Insurance Rights Act, 1991; The Protection of Human Rights Act, 1993; Pre-Natal Diagnostic Techniques Act, 1994; The (Extension to Scheduled Areas) Act, 1996. These socio-economic measures are meant to protect the dignity of human personality and to ensure prosperity of people as also the State. It is
48 NSOU CC-PA-03 NSOU CC-PA-03 49 the duty of all tiers of Indian Administration to duly abide by all these laws including the Domestic Violence Act and Right to Information Act passed in mid 2000s and also use forces like Lokpal and Lokayukta and Ombudsman to provide social justice and bring social change to the people of India. 4.6 Summary • The forefathers of our Constitution has made for us a Welfare state. The administration is responsible to keep on that spirit of our Constitution makers. • The Constitution has not only gave some fundamental rights, but also mentioned certain duties with necessary directions to the State to materialise those, using the competency of the Administration. • These duties have been categorised as 'Services' of the Government to the society. • The Administration have given the duties to implement them under their direct interference and guidence. • The prime beneficiaries of those 'services' are Child, Mother, Family, Senior Citizens, and other social groups, specially belong to Backward classes in the society. • Post Independet administration is not only a machinery for maintaining law and order, but also a leading force of development. • Administration is also a part of the Governmental mechinery to augment social justice and political equality. 4.7 Glossary • Kamin : Bonded Landless Agricultural Labour. • Caste Minded Hindus : Orthodox upper Caste people. • Welfare State : The State whose primary focus is to extend her services for the welfare of the society. • Jagmani : The traditional practice or custom (Especially related with Priest) in Indian village, where one family works on behalf of other's family. • Egalitarian : A proposition or hypothesis for equal society. • Caste : A social isntitution of tradional Indian society. Still it is relevant and active and play most vital and determinign role in Politics.

50 NSOU CC-PA-03 NSOU CC-PA-03 51 4.8 Model Questions • Analyse the relation between Indian administration and society. • Explain the various constitutional provisions for social change in Indian administration. • Discuss the significance of social justice issue in Indian constitution. • Elaborate the role of Dr. Ambedkar in bringing social justice provisions. • Analyse the importance of various Acts for social justice in Indian Administration. • Discuss the role of local administrative bodies in bringing social change. • Point out role of caste in discussing social justice. • Write a note on equality provisions for bringing social change. • Mention the importance of Directive Principles of State Policy as a guide to Indian administration. 4.9 References • Anshuman Gupta The Concept of Social Justice and the Poor 2006. – Legal Service India.com. • S.C Ray Choudhary; Social, Cultural and Economic History of India; 2000 Surjeet Publications
51 50 NSOU CC-PA-03 NSOU CC-PA-03 51 Unit - 5 ? Role of Indian Administration in Economic Development Structure 5.0 Objectives 5.1 Introduction 5.2 Administration and Economic Development :Theoretical Outline 5.3 Indian Administration : The Era of Globalization 5.4 Indian Administration and EconomicDevelopment Issues 5.5 Conclusion 5.6 Summary 5.7 Glossary 5.8 Model Questions 5.9 References 5.0 Objectives • To understand the role of administration in economic development. • To evaluate how Globalization in 1991 was an successful plan to link national economy with global economy. • To examine a result of changes under globalization, the traditional file- keeping and 'file-order based' administrative techniques replaced with automation, data processing based speedy services. 5.1 Introduction From normative point of view, Administrative decisions are expected to be an optimal from the stand point of expectation of its direct and indirect social client. Because fundamentally the prime function of the administration is to solve social problems, and to find out the public 'choice' (both economic and social) of the
52 NSOU CC-PA-03 NSOU CC-PA-03 53 common people. In view of this normative point of view, the success of administrators depends on their accuracies of identifying the choice/ demand of the people and to steer the economy and social problem to the end of augmenting the satisfaction. Because on their satisfaction, the stability of the Government and State gets a status quo platform. The globazation has snatched the larger input function of the administration with its large paw of economic dominance. As an obvious consequence, the administration has gone through a new phase of changing perspective. Even the age old job-sensibility as well as security has quickly become a historical cliché to the newly appointed professional. Incresing role of private economy comes through globalization, and quick spread of Multinational Cor[oration push back the existing 'State administration' to those days when administration was merely an instrument of maintaining law and order of the society. Their egalitarian role immediately went back to the vanishing point of their social utility. There is no doubt that a tremendous impact has fallen on the administrative function. This impact again, inturn, has affected the major economic sectors and the initiative of their 'nation building' role. 5.2 Adminstration and Economic Development : Theoretical Outline Public administration is concerned with prescription – the identification of normative rules for decision makers that would lead them to make decisions that are optimal from the standpoint of the citizenry as a whole. Economics is concerned with prediction – the identification of rules decision makers are likely to follow, given their incentives. Bluntly put, public administrators solve problems; economists explain choices. Economic theory is useful to public administrators when it provides them with concepts they can use to diagnose problems accurately and to prescribe effective solutions to those problems – i.e., concepts like opportunity costs, incentives, or capitalization that can be profitably applied to an array of problems frequently encountered by public administrators. But real-world problem solving also frequently raises questions of value and of right and wrong. Economic logic often recognizes no good but efficiency, no evil aside from inefficiency. Morality, what James March calls the logic of appropriateness, ought to play an important role in the conduct of

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52 NSOU CC-PA-03 NSOU CC-PA-03 53 the public's business; economists often have trouble accounting for this simple fact The "new public management" has also influenced public administration in the United States. The new public management emphasizes "performance appraisal and efficiency; the disaggregation of public bureaucracies into agencies which deal with each other on a user-pay basis; the use of quasi-markets and contracting out to foster competition; cost-cutting; and a style of management which emphasizes amongst other things, output targets, limited term contracts, monetary targets and incentives, and freedom to manage borrowing from the business-management. Literature is nothing new for the discipline of public administration. Business administration and public administration are both prescriptive, pragmatic disciplines. Moreover, business schools and schools of public administration once shared the same proverbs of administration, just as we shared the Weberian bureaucratic paradigm and a common intellectual foundation in the works of Chester Barnard, Henri Fayol, Mary Parker Follett, Luther Gulick, Phillip Selznick, Frederick Taylor, and others. Public choice theory has changed the way we think about government and how it works. Moreover, in explaining the rules that voters, elected officials, and bureaucrats are likely to follow given their incentives, public choice theory has given public administrators some useful new normative information. Nevertheless, when public administrators look to advances in economic science for help, it is not primarily to the public choice literature that they turn to, or even the new macroeconomics, but to the new economics of organization. 5.3 Indian Administration : The Era of Globalization Globalisation means linking the national economy with world economy as an outcome of new economic policy which has been adopted in 1991, to accelerate the rate of economic growth .The globalization emphasized the removal of restrictions of licensing, quota and tariffs on the export and import of goods across the country. It has brought with it new technologies, quality and quantity of goods, improved and advanced methods of production and increased scope of private sectors, especially the multinational corporations in the country, competitive environment in the national economy as a mean to improve the productivity and efficiency of the system. It has encouraged free mobility of the capital and labour with increase in the openness, growing economic interdependence, deepening economic integration in the world

54 NSOU CC-PA-03 NSOU CC-PA-03 55 economy. As an outcome of globalization, the Government of India has to minimize the controls over the flow of foreign goods, services, capital, and technology investments and has to adopt liberal policies for adjustment of investment. The governmental interference in economic activities has been declining. The integration of the world market and rapid technological change led to efficiency gains and growth. These in turn increased competition through lower cost and higher market efficiency, higher productivity, lower barriers to entry and new investment opportunities in public sector. Modern management processes to increase the efficiency of the administration have been emphasized. The principle of hierarchy has been losing its length and got flattened and downsized, and has been eliminating the need for levels of bureaucracy and long chain of commands. The number of employees has been reducing. Traditional administrative processes of file keeping and pushing, secrecy in official work, long durations for completion of work, delays, lengthy processes have been replaced with data processing, automation, transparency, speedy services with the use of data communication networks. Easy access of information about administration helps the people to express their views and opinions. Excessive controls on administrative activities have been replaced with self controls and deregulations. In Haryana, steps have been taken to make the administration and its functions transparent to the people, many functions of the administration have been updated like PDS and ration card preparation, implementation of National rural employment guarantee, registration of land records, driving license, pension, national insurance schemes etc. Technological advancement has influenced the process in the administration and has introduced efficiency, time boundness and cost effectiveness. Indian administration has undergone sea-change in response to new inputs from the contemporary socio-economic and political scene and under the impact of globalization. Now the competition with private sector has increased. The public sector has to compete with private sectors in case of cost, quality, and span of production otherwise it has to face elimination. Financial matters of our country, may it be related to banks, inflation, share prices, monetary and fiscal policy, budget are being finalized according to international financial market. The scope of public sector is becoming limited. So the powers and functions of bureaucracy have been reducing, due to the entry of foreign investors in telecommunication, roads, posts, airports, insurance, health, education and IT sectors.

54 NSOU CC-PA-03 NSOU CC-PA-03 55 Job security, one of the major features of Indian administration is being replaced with downsized, reduced number of employees by removing dysfunctional and sick units. The principles of new public management are tightening its grip on Indian administration to make it fit to face the challenges of globalization. The principle of quality management is being emphasized with liberalisation to cope with world economy to maintain stability in domestic economy. The advancements in IT sector have been changing the working environment of each organization. Traditional methods of work have been replaced with modern and advanced one. The system of secrecy in governmental work has loosened its grip. Due to globalization the use of advanced means of communication, print media and electronic media, have encouraged the common masses to put their opinions and views before the government and administration ,which have in turn helped in bringing transparency and exposure of hidden faces of administration. Efforts have been made by the different departments to improve the structural, financial, personnel and managerial positions by introducing structural and policy changes to attract foreign investments, to bring stability in their organizations. Indian administration is playing the role of motivator and developer to face globalization. It is motivating the unemployed, untrained, and illiterate at the grassroots by encouraging local level organization, NGOs and SHGs to participate in developmental and welfare programmes. Liberalisation in Indian administration helps to perform the functions in transparent, efficient and in cost effective manner to fulfil the demands of multiplicity of organizations and to compete with them. Globalisation has been increasing efficiency, productivity and customer orientation in Indian administration and liberalisation has enforced for transparency, ethical values and responsiveness. Globalisation has encouraged market oriented policies and structure of administration and liberalisation has encouraged flattening of hierarchy, downsizing of bureaucracy, and decentralization of policy formulation. Globalisation has emphasized on reducing restrictions and controls on economic activities of administration and liberalisation has emphasized self –controls in administration. Globalisation has brought advanced technologies, IT advancements in administration and liberalisation has brought right to information, e-governance and transparency in administration. Globalisation has applied cost and time bound techniques to increase the production and liberalisation has facilitated easy access to information and services to citizens. Globalisation has introduced competition with private sector for quality and price and liberalisation has introduced administrative effectiveness and
56 NSOU CC-PA-03 NSOU CC-PA-03 57 efficiency in administration. Globalisation has paved the way for interaction of Indian administration with international economic system and policies and liberalisation has paved the way for coordination and relation of Indian administration with multiplicity of organizations. Globalisation is posing problems for national democracy because collective decisions are made in context beyond government control and liberalisation is making administration adaptable to different conditions and varied situations. The global meltdown has also been badly affected Indian market and economy. The political reality is that globalization is not just stalled. It is on the retreat. In an economic downturn of this magnitude, every country is going to give priority to its own economy. But the interaction and coping of public and private sector has been increasing, which has been proving beneficial to public sector to make it efficient, accountable, transparent and competitive. Negative impacts of globalization on Indian administration 1. Reduction in number of jobs. 2. Negative impact of global meltdown on Indian industry. 3. Numbers of frauds are increasing. 4. Numbers of cyber crimes are increasing. 5. Both internal and external security problems have been increasing. 5.4 Indian Administration and Economic Development Issues A new chapter has dawned for India and its billion plus population in July 1991 when India initiated reforms. This period of economic transition has had a tremendous impact on the overall economic development of almost all the major sectors of the economy, and its effects over looked besides, it also marks the advent of the real integration of the Indian economy into the global economy. In the Uruguay round of negotiations of GATT 1994, India signed the agreement on trade related investment measures that has forced India to do away with protection of Indian industry from severe global competition within five years. Of the 13 investment measures that were identified to distort global trade, India has been using as many as eleven of them to meet the needs of social and economic development of the country. Signing of this agreement is bound to remove these much-needed measures. In the meantime, the custom duties on imports have been steadily brought down as per the Industrial

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56 NSOU CC-PA-03 NSOU CC-PA-03 57 Licensing Policy 1991. In January 1995 being a founder member of GATT; India joined WTO and agreed to stand by the regulatory framework of free global trade and competition. India initiated the process of integrating in domestic economy with the global economy from the early 1990s due to severely of balance of payments crisis, high fiscal deficit and high inflation rate. The main goal of globalization was making the economy more market oriented through increasing competitiveness and reducing government interventions. The establishment of World Trade Organization (WTO) in1995 has further intensified the degree of competition across domestic and global markets through removing of restrictions on foreign direct investment. Because of its wide coverage, globalization, liberalization, and privatization in general, have affected the entire Indian economy i.e., both the public and private sectors. As an outcome of these polices, the Government of India has to minimize the controls over the flow of foreign goods, services, capital, and technology investments and has to adopt liberal policies for adjustment of investment. E-Governance is the application of IT to the process of government functioning to bring Simple, Moral, Accountable, Responsive and Transparent (SMART) governance. The speed and transparency associated with E-Governance have the potential to make public administration responsive and efficient. Recognizing the increasing importance of electronics, the Government of India established the Department of Electronics in 1970. The subsequent establishment of National Informatics Centre (NIC) in 1977 was the first major step towards e-governance in India as it brought information and communication in focus. In the early 1980s, use of computers was confined to very few organizations. The advent of personal computers brought the storage, retrieval and processing capacities of computers to government offices. A National Task Force on Information Technology and Software Development was constituted in May 20, 1998. While recognizing Information Technology as a frontier area of knowledge per se, it focused on utilizing it as an enabling tool for assimilating and processing all other spheres of knowledge. It recommended the launching of an 'Operation Knowledge' aimed at universalizing computer literacy and spreading the use of computers and IT in education. In 1999, the Union Ministry of Information Technology was created. By 2000, a 12-point minimum agenda for e-Governance was identified by Government of India for implementation in all the Union Government Ministries/Departments. Furthermore, this process of integration of government services by internet technology increased in last decade with rapid growth. Almost every department and every Ministry now a can be accessed with just a click on interment on your desktop. Indeed the process of

58 NSOU CC-PA-03 NSOU CC-PA-03 59 transformation from governance to e-governance has improved the quality of services with proper accountability, essay accessibility, accurate storage and transparency in the system. 5.5 Conclusion Attempts to improve the economic conditions through globalization have been made in our country and liberalisation has also paved the way to achieve maximum output, quality and value products but regionalism, communalism and political discretion are the main obstacles in the way to good governance. So the world politics is thinking about globalization retreat. The principles of liberalisation need to be observed by Indian administration to face the challenges of globalization and to maintain its status and significance in our society. In India the real economic development took place in a neo-liberal global market economy scenario in post 1991 period which has affected the way Indian administration functioned the most notably among which is how the administration grapples with Special Economic Zone and associated displacement issue in the contemporary period. 5.6 Summary • The primary focus of administration was to meet up the optimal social need. • Administration was a part, as well as, the media of implementing socio-economic development • The role of administration was to become an effective mechinery to the State, to materialise the basic tenets of 'welfare State' concept. • Advent of globalization very rapidly change the hitherto role and function of the State Administration. • Globalization brings new technologies, quality and quantity of goods. Multi- national takes the leading role. • New type of competitive commodities and service production by the Corporate Houses, pushed back our indigenous production houses to a large extent. • The character of competition gradually takes its larger steps through change of efficiency, lower cost, higher market efficiency. • It was really a big challenge to our indigenous production units.

58 NSOU CC-PA-03 NSOU CC-PA-03 59 • State also joins in the Capital Market with her huge accummulated Finance. • Social and economic gap between subaltern people and middle and upper class people gradually enhanced. • Advent of automation reduce the number of job. • The establishment of WTO (World Trade Organization) in 1995, further intensed the economic competition across the domestic market. 5.7 Glossary • Administration and Development. • Administrative role for Economic development. • Globalization • Wide implementation fo technology in production • Increasing Cyber-Crime • Easy acessability to national data security, individual privacy through inter-net. 5.8 Model Questions • Analyse the theoretical linkage between public administration and economic development. • Explain the effect of globalisation on Indian administration. • Discuss the significance of economic reforms of 1991 for Indian administration. • Elaborate the implications of public choice theory. • Analyse the importance of information and communication technology in Indian administration. • Discuss e-governance. • Point out the role of GATT and WTO directed economic development model. • Write a note on 'SMART' administration. • Discuss new public management.
60 NSOU CC-PA-03 NSOU CC-PA-03 61 5.9 References • Goyal, Krishan. A. (2007), "Impact of globalisation on developing countries with special reference to India", International research journal of finance and commerce, issue 5. 8. • Crafts, N (2000). "Globalization and Growth in the Twentieth Century", IMF working Paper Washington DC: IMF • Gill, S en Law, D. (1988). The Global Political Economy: Perspectives, Problems and Policies. Baltimore: Johns Hopkins University Press • Dr. Meenu (2013): "Impact Of Globalisation And Libralisation On Indian Administration", International Journal Of Marketing, Financial Services & Management Research Vol.2, No. 9, September • Kamlesh Goyal (2016) "Indian Administration In The Age Of Globalization: An Analysis Of Transformation From Governance To E-Governance", International Journal Of Research In Electronics And Communication Technology (Ijrect 2016) Vol
60 NSOU CC-PA-03 NSOU CC-PA-03 61 BLOCK – II Indian Administration : Structure and Function
63 Unit - 1 ? President Structure 1.0 Objectives 1.1 Introduction 1.2 Qualification 1.3 Impeachment 1.4 Manner of Election of President 1.5 Powers and Functions of the President 1.6 Position of the Indian President 1.7
Conclusion 1.8 Summary 1.9 Glossary 1.10 Model Questions 1.11 References 1.0 Objectives To : • Understand the nature and structure of
Union executive of India; • Explain the qualifications and manner of election of President; • Describe thepowers and functions of thePresident; • Understand the position of the Indian President under the Parliamentary form of government. 1.1 Introduction The maker of Indian Constituion pledged that there will be a head of the State, who would represent the symbol of the National unity. The Constitution makers of India, made the President head of a Republican Country. To quote Article 52 of the Indian Constitution, "There shall be a President of India". Thus although it apperas that the Indian Presidents is the counterpart of the Bitish monarch, but we moulded
64 NSOU CC-PA-03 NSOU CC-PA-03 65 our system in our own way to suit the context of Parliamentary democracy under the leadership of Cabinet government in a Republican framework. India is a parliamentary democratic state.
The Constituent Assembly of India accepted the Parliamentary form of Government based on British Constitution. In accordance with this government, the
formal powers are vested in the Union Executive consisting of the President, the Vice-President, the Prime Minister, the Council of Ministers and the Attorney General

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of India. The President is the head of the Indian State

and he is the first citizen of India. He is elected by the members of an electoral college for 5 years. Article 58 has prescribed the essential qualoification, to be a President of India. Article 58 reads: "No person shall be eligible for elction as President unless he:- (

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a) is a citizen of India; (b) has completed the age of thirty-five, and (c) is qualified for election as member of the

House of People".

No particular reason has been stated for fixing the age at 35. All the executive powers are vested in him and he also takes a crucial role in the other wings of the government, Legislature and Judiciary. But he is not the actual executive, he is the nominal head of the Union. 1.2 Qualifications According to Constitution
a presidential candidate
must have

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the following qualifications: i. He should be a citizen of India; ii. He should be 35 years of age; iii. He should

have the qualifications of

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a member of the Lok Sabha; iv. He should not hold any office of profit under the Central government or any state government or any local or public authority.

Apart from these, the presidential candidate must need at least 50 electors as proposers and 50 electors as seconders. Every candidate has to deposit security money of 15,000 in the Reserve Bank of India. 1.3 Impeachment According to article 56, "(a) The President may, by wrting under his hand address to the Vice President, resign his Office; (b) the President , for violation of the Constitution, be removed from the Office by impeachment in the manner provided in article 61; (c) the President shall, notwithstanding the expiration of his termd, shall
64 NSOU CC-PA-03 NSOU CC-PA-03 65 cntinue to hold office until his successor enters upon his office". The President may be removed from his office for violation of the Constitution by impeachment in the manner provided in article 61. The charge of violation of the Constitution shall be introduced by either House of Parliament. The charge is to be framed in a form of resolution, which has been moved after at least fourteen days'
notice in writing signed at least by

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one-fourth of the total number of members of the house.

This resolution has been

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passed by two-thirds majority of the total membership of the House and then it is to be sent the other house

for investigation and decision. After

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investigation, if the other House passes the resolution by two-thirds majority of the total membership, the President has to resign from his office from the date on which the resolution is so passed.

In other cases if the Office of President is vacant due to sudden death, the Vice President will continue the office. In of the absence of Vice President, the Chief Justice of the Supreme Court will act as the President. Even that has also too possible, the Parliament will decide as, to whom the responsibility of the Office of the President should be given. One thing may be mentioned here, that American Constitution provides a list of Eleven successor to the American Presidency. 1.4 Manner of election of President The President is not elected by the people of India directly, but indirectly. According to article 54, the President shall be

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elected by an electoral college consisting of: a. The elected members of both Houses of Parliament; b. The elected members of the Legislative Assemblies of the States; and c. The elected members of the Legislative Assemblies of the Union territories of Delhi and Puducherry. The election of the President

shall be

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held in accordance with the system of proportional representation by means of single transferable vote

by secret ballot.
Regarding the election of the President, V.D. Kulshrestha in his book: Landmarks in Indian legal and Constitutional History, (Lucknow: Eastern, 1969), stated that, Nehru during his Prime Ministership, moved a Bil in the Parliament and got it passed as 11th. Amendment Act, according to which

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the election of the President and the Vice President could not be challenged on the ground that the electoral college was incomplete. (

p.409) According to article 55,
as far as practicable, there shall be

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uniformity in the scale of representation of the different States at the election of the President.

This
66 NSOU CC-PA-03 NSOU CC-PA-03 67 article also tells us that for the purpose of securing such uniformity among the States inter se

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as well as parity between the States as a whole and the Union, the

number of votes which each elected member of Parliament and of the Legislative Assembly of each State is entitled to cast at such election shall be determined in the following manner : (a) Every

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elected member of the Legislative Assembly of a State shall have as many votes as there are multiples of one thousand in the quotient obtained by dividing the population of the State by the total number of the elected members of the Assembly; (

b) If, after taking the said multiples of one thousand, the remainder is not less than five hundred, then the vote of each member referred to in sub-clause (a) shall be further increased by one; (c)

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Each elected member of either House of Parliament shall have such number of votes as may be obtained by dividing the total number of votes assigned to the members of the Legislative Assemblies of the States under sub-clauses (a) and (b) by the total number of the elected members of both Houses of Parliament, fractions exceeding onehalf being counted as one

and other fractions being disregarded. During the election of President, every elector can inform their preferences through casting their votes. The voter will have as many preference votes as the number of candidates. But the voters have to inform their first preference. After completing the vote, the first preference valid votes are counted. A candidate will be declared elected after getting the 'quota of votes'. The quota is fixed by dividing the total number of valid first preference votes into two and adding one to it. 1.5

58%	MATCHING BLOCK 80/369	W

Powers and Functions of the President The president of India is a nominal head of the state.

Yet according to Constitution he enjoys the following powers. (A) Executive Powers : Article 53 vests all executive powers of the Union in the President.

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The powers and functions of the president are given below: (a) All executive activities of the India Government are formally executed in his name. (b) He can

demand to get information relating to Union administration from the Prime Minister.
66 NSOU CC-PA-03 NSOU CC-PA-03 67 (c) He appoints the Prime Minister, all Ministers of Council of Ministers, Attorney-General, Comptroller and Auditor-General, Governors of all States, Administrators of the Union Territories,

62%	MATCHING BLOCK 82/369	W

Judges of Supreme Court, Judges of the High Court, Election Commissioners, Members of the Union Public Service Commission, Members of

the Finance Commission, Members of theNational Commission for Scheduled Castes and Scheduled Tribes, and so on. Even, he can remove the above mention posts also. But, the President enjoys these powers with the consent of the Prime Minister and his Council of Ministers. (d) The President has important military power. He appoints the chiefs of the Armed forces, Naval and Air forces. Besides, he can declare war and peace. (e) He takes an important role regarding foreign affairs. He sends ambassadors to the foreign countries and receives foreign ambassadors. (f) He can appoint a commission for the investigation of the conditions of SC, ST and OBC. (g) The President can establish inter-state council to foster Centre-state and inter-state cooperation. (h) The Union territories are directly governed by the President through Administrators appointed by him. (

100%	MATCHING BLOCK 85/369	SA	MHYS-45 Indian Administrative System.docx (D151906351)

B) Legislative Powers : The President is an integral part of the Parliament of India

and he holds some legislative powers, such as:- (a) The President can call the session of each House of Parliament and dissolve the Lok Sabha before completing the full tenure of five years.

63%	MATCHING BLOCK 86/369	SA	MHYS-45 Indian Administrative System.docx (D151906351)

He can also call a joint session of both Houses of Parliament. But, the Speaker of the Lok Sabha

presides the joint session of both Houses. (b) He can adjourn the session of any House of Parliament. (c) President can deliver the inaugural speech in

80%	MATCHING BLOCK 84/369	W

Parliament at the commencement of the first session after every General election and first session of every year. (d) He can send message to the

Parliament on any matter. (e) He nominates 12 members to the Rajya Sabha and 2 members from Anglo-Indian community to the Lok Sabha.
68 NSOU CC-PA-03 NSOU CC-PA-03 69 (f)

74%	MATCHING BLOCK 87/369	SA	MHYS-45 Indian Administrative System.docx (D151906351)

When a bill is sent to the president after passing by the Parliament, he can either agree with the bill, or withhold his assent to the bill, or return the bill

to reconsider (except money and constitutional amendment bill) to the Parliament. This type of power is called 'Veto Power'. So, the President of India has the veto power over the bills passed by the Parliament. We may identify three types of veto, Such as – Absolute Veto, Suspensive Veto and Pocket Veto. (g)

67%	MATCHING BLOCK 89/369	SA	MHYS-45 Indian Administrative System.docx (D151906351)

He can impose Ordinance when the Parliament is not in session. This Ordinance must be accepted by the Parliament within six weeks from

the time of declaration. He can also withdraw it at any time. (
C)

56%	MATCHING BLOCK 88/369	W

Financial Powers : The financial powers and functions of the President are: (a) No money bill can be introduced in the Lok Sabha without the prior assent of the President. (

b) He can form

90%	MATCHING BLOCK 90/369	SA	MHYS-45 Indian Administrative System.docx (D151906351)

a Finance Commission after every five years to recommend the distribution of revenues between the

Central government and States governments. (c) After his recommendation any demand for a grant can be made. (d) The contingency fund is at his disposal. He can sanction money from the fund with the consent of Parliament. (e) The President submits report of the Comptroller and Auditor-General to the Parliament. (D) Judicial powers of the President : According to constitution the President of India enjoys some judicial powers, such as – (a) He appoints the Chief Justice and the other Judges of the Supreme Court and High Courts. (b) He can also remove the Chief Justice and the other Judges of the Supreme Court and High Courts with the consent of Parliament. (c) The president has the power to grant pardon to a person charged with death sentence (Article- 72). (d) He can consultwith Supreme Court on any question of law or fact. But, the President can accept the advice of the Supreme Court or not. (E)

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Emergency Powers : The President of India has been vested with extraordinary powers to deal with abnormal conditions

or emergency time. There are
68 NSOU CC-PA-03 NSOU CC-PA-03 69 three types of emergency powers of the President in the constitution of India. Such as – (a) National Emergency (Article 352):- "

79%	MATCHING BLOCK 92/369	SA	118E1120-Indian Constitution & Administration.pdf (D165201927)

If the President is satisfied that a grave emergency exists wherby the security of India or any part of the territory thereof is threatened" he may by, proclamation make a declaration

of Emergency. (b) President's Rule (Article 356 & 365) "

83%	MATCHING BLOCK 93/369	SA	118E1120-Indian Constitution & Administration.pdf (D165201927)

If the President , on receipt of report from the Governor of a Stae or otherwise, be satisfied" that

the State Government is not carrying out the provison of the Consititution, he may by procalamation (a) assume all or any function of the State Government; (b) declare that the power of State legislature shall be exercised by the Parliament; (c) can suspend whole or part of

100%	MATCHING BLOCK 94/369	SA	118E1120-Indian Constitution & Administration.pdf (D165201927)

the operation of any provision of the Constitution relating to the

authority of the State. (c)
Financial Emergency (Article 360);- It reads,"

97%	MATCHING BLOCK 95/369	SA	118E1120-Indian Constitution & Administration.pdf (D165201927)

If the President is satisfied that a situation has arisen whereby the financial stability or credit of India or of any part of the territory thereof is threatened", he may, by proclamation make declaration to

the effect Financial Emergency. One thing is very relevant specially in the case of Financial Emergency. President, as per Constitution, may proclaim Financial Emergency, only when he is satisfied that the Financial situation of the Contry or any part of it is grave. But in reality, the satisfaction only raised when the prime Minister desire to make. So if the will proves as false or bad, then total eclipse of all human rights would be nothing but sort of a catastrophy. 1.6 Position of the Indian President The president is the head of the state of India and he is the symbol of unity and integrity of the nation. He enjoys enormous powers as discussed above. According to Article 53 of our constitution, "All

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executive power of the Union shall be vested in President and shall be exercised by him either directly or through officers subordinate to him in accordance with this Constitution."

But in fact, he is a nominal head of the state. Even the architects of the Indian Constitution wanted to make the President a nominal head of the state. Here, we can remind the statement of Dr. B R Ambedkar: "Under the Indian Constitution, the President occupies the same position as the King under the English Constitution. He

100%	MATCHING BLOCK 96/369	W

is the head of the state but not of the Executive.

He represents the nation but does not
70 NSOU CC-PA-03 NSOU CC-PA-03 71 rule the nation. He is the symbol of the nation. His place in administration is that of a ceremonial device on a seal by which the nation's decisions are made known. He is generally bound by the advice of his ministers. He can do nothing contrary to their advice nor can he do anything without their advice. The President of the United States can dismiss any secretary at any time. The President of the Indian Union has no power to do so, so long as his ministers command a majority in Parliament." Echoing this, Article 74 envisages
that

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there shall be a Council of Ministers with the Prime Minister at the head to aid and advise the President who 'shall', in the exercise of his functions, act in accordance with such advice.

He is bound to listen
the advice of

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the council of ministers headed by the Prime Minister. He only can request to rethink the advice to the council of ministers headed by the Prime Minister.

Lastly, it can be said that the President is the constitutional head of the state and a symbol of the nation. In critical situations he takes a crucial role. Such as – (a) He can appoint the Prime Minister with his own decision

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when no party has a clear majority in the Lok Sabha. (b)

He can dismiss

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the council of Ministers if it cannot prove the confidence of the Lok Sabha. (c) The President can dissolve the Lok Sabha before the

completing its full tenure of five years. The position of the President depends on his personality, capability, efficiency and political sagacity. A President with above mentioned qualities can play very useful role as a respected "umpire in constitutional politics of India". 1.7 Conclusion The President of India is the head of the state under the parliamentary form of government. He

88%	MATCHING BLOCK 102/369	SA	MHYS-45 Indian Administrative System.docx (D151906351)

is elected by the members of an electoral college consisting of all elected

MPs and MLAs for five years. He can re-elect also. He can resign from the post before the expiry of the term or he may be removed from his post for the violation of the Constitution by impeachment. He enjoys executive, legislative, financial, judicial and emergency powers.

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All the executive powers of the Union Government are vested in the

hand

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of the President. All executive activities of the India Government are formally executed in his name. He can

appoint of different post including the Prime Minister. He is an integral part of the Parliament of India and without his consent any bill cannot be transformed into law.
70 NSOU CC-PA-03 NSOU CC-PA-03 71 Apart from this, he holds some legislative powers.

64%	MATCHING BLOCK 106/369	SA	118E1120-Indian Constitution & Administration.pdf (D165201927)

No money bill can be introduced in the Lok Sabha without the prior assent of the President.

The president has the power to grant pardon to a person charged with death sentence (Article- 72). He also enjoys the extraordinary powers to deal with abnormal conditions or emergency time. But in fact, he is a nominal
head of the state. He

100%	MATCHING BLOCK 104/369	W

is the head of the state but not of the Executive.

He represents the nation but does not rule the nation. He is generally bound by the advice of his ministers with the Prime Minister at the head. He can do nothing contrary to their advice nor can he do anything without their advice. At last it is true
that the position of the President depends on his personality, capability, efficiency
and political sagacity. 1.8 Summary The post and position of President raised some grave points of its importances. The Constitution is not clear, that what President is actually doing or what he supposed to do. Because: • The law has given him immence power, but at the same time, has made up a barrier of tradition, which forces him to stay as nominal head of the State. • Constitution does clarified, what would be happened if the President starts to use his right to exercise his power, as per the Constitution, then what will happen? • In fact the harmonious corelation between Constitutional Artcle and use of those Articles have led to a successful working of the Constitution. • S.S.Khera in his book : "The Central Executive" (Delhi: Orient Longman, 1975) make a significant comment: the president often

96%	MATCHING BLOCK 107/369	SA	MHYS-45 Indian Administrative System.docx (D151906351)

have a "mind of his own free of all political trammels and without any urge or ambition to take an active hand in Governmental decision making ----- or towards changing the provision of the existing Constitution relating to his position and

power." (p.90) 1.9 Glossary • Nominal head : President • Emergency power.
72 NSOU CC-PA-03 NSOU CC-PA-03 73 1.10 Model Questions • Explain the role of the President of India under the Presidential form of government. • Discuss the process of the election of the President of India. • Explain briefly the Constitutional position of the Indian President. • Write a short note on the legislature power of the President of India. • Describe very briefly the process of impeachment of the President. • Write a note on the Emergency Power of the Indian President • Write a brief note on Article 56. • How the Article 55 is important in the election of Indian President. • Note on Article 360. 1.11 References • The Constitution of India – Sakti Mukherjee, Indrani Mukherjee. • Our Constitution - Subhash C. Kashyap • Indian Administration – Hoshiar Singh, Pankaj Singh • India's Constitution – M. V. Pylee • Indian Government and Politics – S. L. Sikri • Indian Government and Politics – Bidyut Chakrabarty, Rajendra Kumar Pandey • Indian Polity – M Laxmikanth • The Indian Constitution Cornerstone of a Nation – Granville Austin
73 72 NSOU CC-PA-03 NSOU CC-PA-03 73 Unit - 2 ? Prime Minister, Council of Ministers : Power and Function
Structure 2.0
Objectives 2.1 Introduction 2.2
Appointment and Term of the Prime Minister 2.3 Power and Functions of the Prime Minister 2.4 Position of the Prime Minister 2.5
Structure of Council of Minister 2.6 Powers and Functions of Council of Minister 2.7
Conclusion 2.8 Summary 2.9 Glossary 2.10 Model Questions 2.11 Reference 2.0 Objectives •

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To explain the powers and functions of the Prime Minister • To describe the structure, powers and functions of Council of Ministers. • To understand the relation between the President and the Prime Minister

under the Parliamentary form of government. 2.1 Introduction "

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There shall be a Council of Ministers with the Prime Minister at the head to aid and advise the President who shall, in the exercise of his functions, act in accordance with such advice." (

Article 74,
of
the Indian Constitution)

74 NSOU CC-PA-03 NSOU CC-PA-03 75 Prime Minister is the actual executive authority (de facto executive) and head of the government under the Parliamentary form of government in India. He is the key stone of the Union administration. He is the advisor of the President, leader of the Cabinet and majority party in the House of Peoples. Now-a-days the office of the Prime Minister has become very powerful and that is why many scholars says that India has neither a parliamentary nor a Cabinet but a Prime ministerial system of government. The power and position of the Prime Minister gradually grown up as a powerful unit in the Parliamentary System. The begins with Mrs. Indira Gandhi. during her time of rule the Office of P.M's Secretariat started to touch the "dizzy heights of power and authority". 2.2 Appointment and term of the Prime Minister The intention of our founding father of Constitution was to make the position of Prime Minister in the Parliament, the supreme political leader of his Cabinet. Thus the power of the Prime Minister lying hidden in the Cabinet. So they frame Article 74, which reads,"

100% **MATCHING BLOCK 109/369** **W**

There shall be a council of Ministers with the Prime Minister at the head ----" To

strenghten the
position of Prime Minister in the Parliamentary system, the maker of
Constitution further stated in
Article 75, "

54% **MATCHING BLOCK 110/369** **W**

the Prime Minister shall be appointed by the President and the other Ministers shall be appointed by the President on the advice of the Prime Minister". In fact, the President has hardly any choice. He is to appointment the leader of the majority party in the Lok Sabha as the Prime Minister.

But when any political party does not get the majority in the Lok Sabha, the President can select and appoint the Prime Minister according to his personal discretion. The term of the Prime Minister is 5 years. However, if he loses the confidence of the Lok Sabha before completing the term, he must resign or the President can dismiss him. 2.3 Powers and Functions of the Prime Minister Article 78 of the Constitution specified the power of the Prime Minister. He enjoys enormous powers. He has a number of functions to perform. We can discuss the powers and functions of the Prime Minister by dividing into the following heads: •

59% **MATCHING BLOCK 115/369** **SA** MHYS-45 Indian Administrative System.docx (D151906351)

The Prime Minister and the President : The President is the nominal head of the state and the Prime Minister is the actual head of the state under the

parliamentary form of government
in India. According to Constitution the President
can appoint
the Prime Minister and the article 74 says us
that

77% **MATCHING BLOCK 112/369** **W**

there shall be a Council of Ministers with the Prime Minister at the head to aid 74 NSOU CC-PA-03 NSOU CC-PA-03 75 and advise the President who shall, in the exercise of his functions, act in accordance with such advice.

The

Prime Minister
executes the Union administration in the name of the President. The President cannot do anything without the consent of

100%	MATCHING BLOCK 113/369	W

Council of Ministers with the Prime Minister at the head.

But, if he wants to know anything regarding administration or any decision of Council of Ministers, the Prime Minister must inform him.
According to article 78, "

95%	MATCHING BLOCK 114/369	W

It shall be the duty of the Prime Minister – A. to communicate to the President all decisions of the Council of Ministers relating to the administration of the affairs of the Union and proposals for legislation; B. to furnish such information relating to the administration of the affairs of the Union and proposals for legislation as the President may call for.

In fact

52%	MATCHING BLOCK 117/369	SA	118E1120-Indian Constitution & Administration.pdf (D165201927)

the Prime Minister is the principal channel of communication between the President and the Council of Ministers. With the consent of Prime Minister, the President can appoint the other ministers of the Council of Ministers,

Attorney- General, Comptroller and Auditor-General, Governors of all States, Administrators of the Union Territories,

62%	MATCHING BLOCK 116/369	W

Judges of Supreme Court, Judges of the High Court, Election Commissioners, Members of the Union Public Service Commission, Members of

the Finance Commission, Members of

100%	MATCHING BLOCK 119/369	SA	CHAPTERS I TO VII AND BIBLIOGRAPHY.docx (D41105403)

the National Commission for Scheduled Castes and Scheduled Tribes, and

so on. • The Prime Minister and his

70%	MATCHING BLOCK 118/369	W

Council of Ministers : The Prime Minister is the head of the Council of Ministers. With the consent of him, the

President can appoint the other ministers of the Council of Ministers.
He can constitute, reconstitute or reshuffle the ministry and allocates portfolios to other ministers.

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He presides over the meeting of Council of Ministers and influences the decisions

of the council. He can force to resign to any ministers at any time. He is the main pillar of relating to disintegrat the body of Council of Ministers. Thus, he is "inter stellas luna minors" (a moon among lesser stars) as Sir William Vernor Harcourt said. But, sometimes the Prime Minister has to give a place to the leaders of his own political party. That is why he is also called "primus inter pares" (first among equals). • The Prime Minister and Parliament : The Prime Minister is the leader of the Parliament. He can decide the dates of meetings, programme of its session etc in consultation with the consultation of the speaker of Lok Sabha. The President can summon and adjourn the Lok Sabha with
76 NSOU CC-PA-03 NSOU CC-PA-03 77 the consent of the Prime Minister. He can also decide when the Lok Sabha will be dissolved. It is his onus to introduce and pass any bill including controversial bill in the Parliament. Article 74 of the Constitution, confers special power to the Prime Minister and declared that the Prime Ministershall be "at the head of

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the Council of Ministers which shall aid and advice the President in the discharge of his

executive
function." In reply to question raised by Sardar Vallabhbhai Patel, on the issue of "Prime Minister is the first among the equals", the then Prime Minister aptly replied that, "
The Prime Minister is the Prime Minister. He can only lay down the policy

88%	MATCHING BLOCK 122/369	SA	MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

of the Government; the Prime Minister is the linchpin of the Government." In

fact the attempt of
our Constitution maker was to make the Prime Minister the most powerful and important leader of the nation as well as of his Cabinet in the Parliament. But this also limitted by the personality of the occupier of the office, and the strength of his Party in the Parliament. • Prime Minister as Head of the Government : The Prime Minister is key to form the Cabinet, and in reality he stays with his Cabinet and falls with his Cabinet. In fact his leadership stems from his Party mandate and Leadership. He holds the key to appoint or eliminate the members of his Cabinet. He does it not only as leader of the House but also as Leader of his Party. In fact as a leader of the Party and Government, Prime Minister enjoys uninterrupted freedom in chossing the Cabinet colleagues When any Prime Minister enjoys the absolute party supremacy in the Parliament, Prime Minster's recommendation power for the post of Ministry becomes free from any constraints. Although the decisions are taken by the Cabinet Ministers, but that comes into fore in the name of Prime Minister. • The Prime Minister and his Political Party : In a parliamentary democratic state like India political parties take main role to make Prime Minister. In fact,

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Prime Minister is the leader of the majority political party in the Lok Sabha. It is

fact that the Party makes its leader. But once the leader is elected or selected by the Party, the Party members support is very essential to continue the Leadership. To remain in the power, he has to improve the image of his political party in front of the people of India. It is the onus of the Prime Minister to pass the examination of election of his own party. So, he has to give time and pay attention to the affairs of her/his own party. • The Prime Minister as a leader of Nation : The Prime Minister is not only a leader of the majority political party in the legislature, he is the leader of the people of India. He is the symbol of hope and desire

76 NSOU CC-PA-03 NSOU CC-PA-03 77 of the whole nation. So, Prime Minister always tries to communicate with the people through electronic media to make a good image in front of the nation. On the other hand, elections are fought in his/her name and people cast their votes for the Prime Minister, not for the party. • Prime Minister and the Media : The Prime Minister is chief spokesman of the Party and Government. It is he who personifies the Government not only as spokesman in the Parliament and at International forum but also in the interviews with the Media persons as well. Clever appearance of the Prime Minister to the Media, the Prime Minister can project himself and his Government, a dignified National Governemtn. • The Prime Minister as an International leader : The Prime Minister takes a crucial role as an international leader of our country in the age of globalisation. He represents the national, regional and international conferences. Jawaharlal Nehru, Indira Gandhi, Rajeev Gandhi and Atal Bihari Vajpayee left their mark on such conferences and meets. Such as, Jawaharlal Nehru took an important role in non-alignment movement (NAM). Rajeev Gandhi's contribution in SAARC also appreciable. 2.4

45% **MATCHING BLOCK 124/369** **SA** 118E1120-Indian Constitution & Administration.pdf (D165201927)

Position of the Prime Minister After discussion of the above mention tremendous powers of the Prime Minister, we can say that he

is the key stone of the arena of both executive and legislative bodies. He is the real head of the government. He enjoys all powers of the President enshrined in the constitution of India. The entire structure of Council of Ministers and Cabinet are built according to his opinion. He presides over all meetings of Council of Ministers and Cabinet, he instructs, encourages and even admonishes individual ministers. He is the life and death of the union government. Ivor Jennings described him as "The Sun round which the planets revolve". He 'is the keystone of cabinet arch,' as Gladstone said. The position of the Prime Minister determines the nature of the government, his/ her efficiency, personality and political sagacity. We can end this discussion with the statement of Jawaharlal Nehru. He said, "The Prime Minister is the Prime Minister. He can lay down the policy of Government.....in the Constitution; the Prime Minister is the linchpin of Government." Practically the position of the Prime Minister, largely depends on the style, experience, determination, and the strength of the Prime Minister. These directly or indirectly add aura of the office of the Prime Minister.
78 NSOU CC-PA-03 NSOU CC-PA-03 79 2.5 Structure of
Council of Ministers According to article 74, "

100% **MATCHING BLOCK 125/369** **W**

there shall be a Council of Ministers with the Prime Minister at the head to aid and advise the President who shall, in the exercise of his functions..."

100% **MATCHING BLOCK 127/369** **SA** MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

The Council of Ministers consists of the Prime Minister, cabinet ministers, state ministers, deputy ministers, and parliamentary secretaries.

Other ministers
of
the Council of
Ministers are

64% **MATCHING BLOCK 126/369** **W**

appointed by the President on the advice of the Prime Minister. In accordance with our constitution the Ministers shall hold office during the pleasure of the President. But in fact, the council of ministers

retains their office as long as they enjoy the majority

53%	MATCHING BLOCK 130/369	SA	MHYS-45 Indian Administrative System.docx (D151906351)

in the House. According to the constitution, the total number of Ministers, including the Prime Minister, in the Council of Ministers shall not exceed fifteen per cent. of the total number of members of the House of the People. Anyway, the Council of Ministers consists of the three categories of ministers, such as – (a) Cabinet Ministers, (b) Ministers of States and (c) Deputy Ministers.

A. Cabinet Ministers : The Cabinet ministers are the prominent leaders of the majority party in the parliament and the senior most ministers of the government. They take responsibility most important departments of the union administration. That's why they enjoy more power, prestige and privilege than any other members of the Council of the Ministers. B. Ministers of States : The rank, power, prestige and privilege of Ministers of states are after the cabinet Ministers.Theirmain functions are to assist the senior ministers to execute their duties. Sometimes they get chance to act as an independent charge of ministries/departments. They are not the member of the Cabinet. C.

100%	MATCHING BLOCK 128/369	W

Deputy Ministers : Next in rank are the deputy ministers.They

do not get chance to act as

58%	MATCHING BLOCK 129/369	W

independent charge of ministries or departments. They work under the Cabinet ministers or Ministers of states to assist them.

They are not the member of the Cabinet. 2.6 Powers and Functions of Council of Ministers In the parliamentary democratic state like India, the President of India
is the nominal head of the state and
the
Council of Ministers with the Prime Minister at the head,
is
the actual head of the
state.
But in fact, in India the Cabinet does everything in the name of council of ministers. The cabinet is nothing but the inner body of the council of ministers.
78 NSOU CC-PA-03 NSOU CC-PA-03 79 Now,the main powers and functions of the cabinet are described below:- • The cabinet can make national, regional and international policies for the approval of the parliament. • The cabinet enjoys legislative powers. It is the main link between the Union government

72%	MATCHING BLOCK 131/369	SA	MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

and the parliament. The cabinet prepares different bill, introduces them and pilots them through the two Houses of parliament. • The

cabinet can prepare
the budget of the
country and presents to the parliament for its approval. We can say more

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that no money bill can be introduced without the prior consent of the President.

We know that, the President does nothing without the aid and advice of the council of ministers. So, in this matter the cabinet enjoys all powers. • The cabinet takes an important role in the making of foreign policy.

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All the international treaties and agreements are considered and approved by the cabinet. • The

cabinet also enjoys some power regarding important appointment. We know that the President appoints Attorney-General, Comptroller and Auditor-General, Governors of all States, Administrators of the Union Territories,

62%	MATCHING BLOCK 132/369	W

Judges of Supreme Court, Judges of the High Court, Election Commissioners, Members of the Union Public Service Commission, Members of

the Finance Commission, Members of

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the National Commission for Scheduled Castes and Scheduled Tribes, and

so on. In this regard the President does everything with the consent of the Prime Minister and before giving the consent to the President, the Prime Minister can consult with his cabinet. • The cabinet takes an important role during the emergency. The President has to take the written concurrence before the imposing of national emergency (Article-352). • Last but not least,

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the cabinet is the main coordinator among all ministries and departments of

the union government. In accordance with the parliamentary form of government,

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the Council of Ministers are responsible to the House of the People

for their activities. So, the cabinet, as a most important part of the council of ministers, are also responsible to their 80 NSOU CC-PA-03 NSOU CC-PA-03 81 activities to the House of the People. Anyway,
after discussing the above mentioned powers and functions of the cabinet, we can say that the
cabinet enjoys powers both the making and implementation of the internal and external policies of the country. So, echoing the words of Ramsay Muir can be said, "The cabinet is the steering wheel of the ship of the state." But,

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the importance of the cabinet or the council of ministers depends on the personality of the ministers of cabinet or council of ministers. 2.7 Conclusion The Prime Minister of India is the real head of the

state and head of the government under the parliamentary form of government. He is appointed by President for five years. But, in fact, the President

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has to appoint the leader of the majority party in the Lok Sabha as the Prime Minister.

He enjoys all the executive powers of the Union Government in the name of President. Without his concurrence, the President cannot appoint anybody. It is his responsibility

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to inform the President all decisions of the Council of Ministers relating to the administration of the affairs of the Union and proposals for legislation.

63%	MATCHING BLOCK 141/369	SA	118E1120-Indian Constitution & Administration.pdf (D165201927)

The Prime Minister is the head of the Council of Ministers. He presides over the meeting of the Council of Ministers. He is

the main character in the Union administration. As the leader of Parliament he can decide the dates of meetings, programme of its session etc with the consultation of the speaker of Lok Sabha. He is the leader of his political party and the nation. In the age of globalization, the Prime Minister takes a crucial role as an international leader of our country. So, it is said that he is the key stone of the arena of both executive and legislative. But the position of the Prime Minister determines the nature of the government, his/her efficiency, personality and political sagacity.

100%	MATCHING BLOCK 142/369	SA	MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

The Council of Ministers consists of the Prime Minister, cabinet ministers, state ministers, deputy ministers, and parliamentary secretaries.

58%	MATCHING BLOCK 143/369	SA	180E3620_ Indian Administration.docx (D165106916)

There are three types of ministers in the Council of Ministers. Such as : (a) Cabinet Ministers, (b) Ministers

of States and (c) Deputy Ministers. The parliamentary form of government is also called the rule of Council of ministers. But in fact, in India the Cabinet does everything in the name of council of ministers. 2.8 Summary • The rise of the Prime Minister in India in consonance has become the part of the accepted Institution in Indian Administration

80 NSOU CC-PA-03 NSOU CC-PA-03 81 • In India, the Prime Minister gradually has been growing in its size, importance and Impact. • Now in each occasion, the formal or informal influence of the Prime Minister becomes more and more tangible vis-à-vis, the formal authority of the rest of the Government. • Gradually the Prime Minister is emerging noticieably as the prevalence of "administrative expert"power centre. • Several experts in economy, was, etc continuoulsy depending on the advice of the Prime Minister. • Most important role of Prime Minister is his coordinatioal role in his Cabinet and other Ministries. • Basically Prime Minister is a Political man. Even then he always maintains the lines of communication with other parties in the Country. Thus he is reqired to open to all parties for discussion and for exchange of opinion. 2.9 Glossary • Office of the Prime Minister • The role and position of Prime Minister in Indian Administration • Position and dignity of the Prime Minister. 2.10 Model Questions •
Explain the role of the Prime Minister of India under the Parliamentary form of government. • Discuss the composition and role of the Council of ministers India. • Discuss in detail the power and function of the Council of Ministers • Write a short note on
the position of the Prime Minister of India. • Describe very briefly the relation between

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the Prime Minister and the President of India. • Discuss the position of the

Prime Minister and his relation with th
82 NSOU CC-PA-03 NSOU CC-PA-03 83 • Briefly discuss three catogories of Council of Minister and their composition. • What are the differences between Cabinet Ministries and Ministries of State. • Write Note on any two : (a) Prime Minister and his Cabinet minister; (b) Prime Minister as leader of the Nation; (c) Prime Minister and Media. 2.11 References • Indian Administration – Hoshiar Singh, Pankaj Singh • The Constitution of India – Sakti Mukherjee, Indrani Mukherjee. • Indian Polity – M Laxmikanth • Our Constitution - Subhash C. Kashyap • India's Constitution – M. V. Pylee • Indian Government and Politics – S. L. Sikri • Indian Government and Politics – Bidyut Chakrabarty, Rajendra Kumar Pandey • The Indian Constitution Cornerstone of a Nation – Granville Austin
83 82 NSOU CC-PA-03 NSOU CC-PA-03 83 Unit - 3 ? Role and Function of the P.M.O – P.M's Secretary Structure 3.0 Objectives 3.1 Introduction 3.2 Evolution of Prime Minister's Office in India 3.3 Composition

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of the Prime Minister's Office in India 3.4 Functions of the Prime Minister's Office

in India 3.5 Changing Role of the P.M.O. 3.6 Prime Minister's Secretary / Principal Secretary 3.7 Conclusion 3.8 Summary 3.9 Glossary 3.10 Model Questions 3.11 References 3.0 Objectives To understand : • Composition and functions
of
the Prime Minister's Office in India. • Role of the Prime Minister's Office
under the parliamentary form of government. • Understand the
meaning and role of PM's Secretary. • Composition of Prime Minister's Office • Importance of Prime Minister's Office. • How the importance of Prime Minister's office is changing 3.1
Introduction The Constituent Assembly of India accepted the parliamentary form of government for new India on the basis of British Constitution. In accordance with the
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NSOU CC-PA-03 NSOU CC-PA-03 85 form of government,
the President
is the nominal
head of the state of India and
the Prime Minister is the actual head of the
state and the head of the

government. As a real executive authority, the Prime Minister plays a very significance and crucial role in administrative and legislative system of the state
of India. To fulfil these activities the Prime Minister has some helping hands since independence, such as – the Cabinet Secretaries, Cabinet Committees and the Prime Minister's Office (PMO). In this unit, we are going to discuss about the Prime Minister's Office (PMO). Prime Minister's Office (PMO) is a staff of
agency which provides institutional support to the Prime Minister in his official and policy making functions. It is located in the South Block of the Secretariat Building. It
does not have any constitutional base. It is an extra-constitutional body.
But, it has a status

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of a department of the Government of India under the Allocation of Business Rules, 1961. It has no attached and subordinate office under it.

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It is an official link between the Prime Minister and his Ministers, the President, Governors, Chief Ministers and foreign representatives. The

PMO is headed by the Principal Secretary, currently Pramod Kumar Misra. 3.2 Evolution of Prime Minister's Office in India (PMO) Before independence of India, the PMO was called as the Secretary to the Governor General. After independence, the first Prime Minister of India, Pandit Jawaharlal Nehru established a personal secretariat known as the Prime Minister's Secretariat (PMS) to help him to develop new India by good governance on 15th. August 1947. Till June 1977, the PMO was called as the Prime Minister's Secretariat. During the Prime Ministership of Morarji Desai, the Prime Minister's Secretariat became Prime Minister's Office, which was headed by the Secretary to the Prime Minister. Thus the name of Prime Minister's Secretariat was changed into the name of Prime Minister's Office (PMO). At present the nomenclature of P.M's secretary has chaged to "Principal Secretary" to the Prime Minister. The Secratry has a long genesis, starts from pre-Independent period. Previously, the executive head of British Government was Governor General. A position/post was then created as Secretary to the Governor General. After independence that chain of tradition was adopted by the Executive. Here one thing is to be mentioned. The secretary or the Secretariat of Prime Minister's Office was the creation of Prime Minister, for the purpose of his convenience. There has no mention fo the Post or Office in the Constitution. From this point of view, the Secretariat of prime Minister is an extra Constituional body. For this the power and position of P.M's Secreatariat has emanate informal proximity with the

84 NSOU CC-PA-03 NSOU CC-PA-03 85 Prime Minister. The major source of its power and influence have also emited from his closeness with the most powerful executive head of the Central Ministries. The unique phenomenon of this Office, which we need to know, was that during the time of our first prime Minister Jawaharlal Nehru, the Secretary to Prime Minister was not al all a significant face in the administration. Only Mr. O.P. Mathai, the Private Secretary of Pandit Nehru, was the most significant in the loby of the Parliament. The Secretariate of the Prime Minister was then only a bunch of Bureaucrats, used to help Nehru to manage the official work. Nehru as a Prime Minister never relied upon them heavily, rather he was comfortable to work with the Cabinet Secretary. The reason of this behaviour was later explained by Probhu Chawla, in his Article published in "India Today" on 8th. March 2010. The title of his write up was "The Power Point Men". To quote directly from assessmental writings:- "India's first PM was not a great believer in a kitchen cabinet or in a Secretariat of experts for the reason that nehru himself was such a formidable brain that he hardly needed to borrow ones. His personal staff never enjoyed super bureauratic powers." Later after Nehru's era, Lal Bahadur Sastri assumed the power of Prime Ministership. So far the Secreatariat of Prime Minister was placed under the position of Cabinet Secreatriat. Prime Minister Sastri appointed L.K. Jha as his Secretary. Mr. L.K. Jha was a brilliant bureaucrat. He initially sucummed the authority under the place of Cabinet Secretariat. But Mr. Jha has a tremendous personality. So under his influence P.M's Secreatriat got a special boost, inspite of his "low profile" existence in the Executive office. Gradually under the forceful personality of Mr. Jha, the P.M's secretariat has become a major power center in all India politics. The P.M's Secretariat got its full swing power and tremendous influence during the time of Mrs. Indira Gandhi. Since then instead of decresing the position of P.M's Secretariat, it is now continously increasing. Indira Gandhi's personal Secretary, P.C. Alexander in his memoirs (My Years with Indira Gandhi) mentioned that, when he was the Principal Secretary of Mrs Gandhi, he was very closely associated with every sort of Governmental affiairs and decisions. Even he recapitulated that, he was not only very close to mrs Gandhi, he as Principal Secretary, used to assist the Prime Minister in preparing replies to Parliament and was in charge of collecting information from Parliamentary work for preparing any supplementary questions. It indicates that, he remained always on his toes when the Parliament is in session. Even he remembered his role during the time when the prime Minister decided to suffle her Cabinet of Ministries. Actually from this time onward the power and position of P.M's Secretary stated to rise above the Cabinet Secretary and all other Secretariat.

86 NSOU CC-PA-03 NSOU CC-PA-03 87 We have experienced an absolute new dimention in P'M. Office and its position specially during the time when any qualition Government holds the Office. Because in qualition Government the Prime Minister mainly concentrate his function as a chairman of the qualition Cabinet than as a leader of his party which owes undivided loyalty to their leader, Prime Minister. Because in case qualition ministry, there are many ministers with different loyalty. A predetermined (based on, either post-election or pre-elction understanding) quota system does play a binding role on the qualition, and the Prime Minister thus finds himself operating within all these constraints imposed by this divided loyalties of the Cabinet as well as of the Ministries. Each constituent parties choose its representatives in the Ministry , and the Prime Minister has very little option in making his own Ministry. 3.3 Composition of the Prime Minister's Office in India Politically Prime Minister is the head of the Prime Minister's Office (PMO) and administratively the Principal Secretary. Additionally it consists of one or two Additional Secretaries, three to five Joint Secretaries, a number of Directors/Deputy Secretaries and Under Secretaries. There are also other officers like Officer on Special Duty, Private Secretaries, Social Secretaries, Research Officer, Hindi Officer
and so on. The personnel are generally drawn from the Civil Service.

Prabhu Chawla, in his article India Today described, "Every PMO mirrors the personality of the incumbent PM – not only his priority as a policy maker but his fears, paronia and of course his dream." Quantitatively the total strength of of PM Office is approximately 400 to 450. A common question sometimes raises by the people, that whether this numerical strength of P.M office is sufficient or not? Generally the number in PMO depends on the function that it requires to do to provide administrative protection specially to the less experienced Ministries. When any key assignment is given to any less experienced Minister, then there is a way to come out successfully with the work done, is providing a strong PMO. PMO initially coordinating the activities of the Ministry, and activate the project with herculean responsibility. Generally no Prime Minister can do it on his own. Sometimes Prime Minister is rstricted to expand his Cabinet due to Constitutional restriction. Here the Prime Minister obviously depends on it specialised PMO. To function decisively, the Prime Minister needs a small group of officials, who think like him and can serve him with dedication and competence. It is said that during the Primiership of Sme. Indira Gandhi and Rajib Gandhi, the talent and efficiencies of PMO was in the hightest form.

86 NSOU CC-PA-03 NSOU CC-PA-03 87 3.4 Functions of the Prime Minister's Office in India The PMO is the most important part of the Government of
India. It plays an crucial role and performs different functions, such as – • The PMO assists the Prime Minister in respect of his all responsibility as the head of the union government.
Such as–maintaining liaison with central ministries/departments and the state governments. •

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It helps the Prime Minister in regard to his responsibility as the chairman of the

NITI Aayog (National Institution for Transforming India) and the National Development Council. •
Dealing with the public relations of the Prime Minister is one prime important functions of the "Prime Minister's Office (PMO)". Such as – the press, public etc. •
It plays
an important role in the process of decision-making at the top level
of the Government of India. • The PMO deals
with all references that have, under the Rules of Business, come to
the Prime Minister. •
The PMO also helps the Prime Minister in
the examination of cases submitted to him for orders under prescribed rules. •
It maintains the connection with the
President, Governors and Foreign Representatives in the country. •
It also prepares answers of difference questions raised in the Parliament on general subjects. • The PMO acts as the 'think-tank' of the Prime Minister. • The PMO works as the main advisor on all important domestic
and international matters. However,

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the Prime Minister's Office is not responsible for his functions, except for matters of personal correspondence between him and individual ministers. 3.5 Changing role of the

PMO
After discussing the above mentioned powers and functions of the PMO, we can say that the PMO takes a very crucial role and has grown into a high profile body of the Union Government. But, the role of the PMO is not static. It varies from Prime
88 NSOU CC-PA-03 NSOU CC-PA-03 89 Minister to Prime Minister. At the beginning it was a modest and slim organization, but now it is not only big but important also. The size and role of the Prime Minister's Secretariat (PMS) was limited under the government of Jawaharlal Nehru (the Prime Minister's Secretariat is also known as the Prime Minister's Office). He emphasized and relied more on the Ministers. But, Lal Bahadur Sastri established a powerful Secretariat. He appointed L. K. Jha as the secretary to the Prime Minister and he became the head of the Secretariat. The dignity of the Prime Minister's Secretariat was raised by L. K. Jha's powerful and dynamic personality. Under the government of Lal Bahadur Sastri, L. K. Jha was called a 'super secretary'. During the prime ministership of Indira Gandhi, the Prime Minister's Secretariat (PMS) had been a high profile organ in the government of India. In 1977, the Janata Government changed the name from Prime Minister's Secretariat (PMS) to Prime Minister's Office (PMO) and the dominant role of the PMO was reduced under this government. However, after returning to power in Centre, Indira Gandhi emphasised the PMO and it was strengthened again. This trend has been continuing till now since the government of Indira Gandhi and his son Rajiv Gandhi. The primary role and responsibility of PMO is to help and assist the Prime Minister in dealing

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with all references that come under the purview of the Rules of Business. It also help the Prime Minister to discharge his assigned responsibility as head of the Government

as well as the leader spokesman of the House. He is the key person who makes and frames new policies for his party in the parliament as well as for the Nation as Prime Minister. Mr Arijit Barman in an article in "Outlook" on 9th. April 2001, described theis chaniging role as, The Prime Minister is the person whose role is related with "assembling ideas, collection of relevant inputs from diverse sources, formulation of issues and working out alternatives regarding matters coming upto the Prime Minister for decision"(p.36). In this regard the main function of the PMO is to assist the Prime Minister in whatever he does. This role of the prime Minister may narrated in different way, where we can understand the core reasons of Prime Minister when he takes the chair. A Political party expresses during elction campaign, its preferences, degine and use of administration for the greater purpose of the electorates. Even they includes those all in their Election Manufesto, to make it a written document of their proposed plan of action, provided they get mandate from the people. After election the leader of the winning party takes the Chair of power in the Parliament. Then the task of converting those commitment, given in the election campaign as well in manifesto,
88 NSOU CC-PA-03 NSOU CC-PA-03 89 as a written document, into hard policies and to find out the way of implementing those through established Government administration come under responsibility of the Prime Minister. Actually this is the point where the Prime Minister's office plays a crucal through intangible role. It is said intangible because as per the Rule of Business, Cabinet is the only body who will be the final decision making body, where the Prime Minister is only the leader. So practicaaly the role of the Prime Minister is only to give suggestion and necessary assitence, but not directly indulging in decision making. Here the comment made by Arijit Barman is very pertinent. He says," The PMO si only a transmission belt for the ideas which contribute a part of the inputs that go into policy formulation." The PMO always stay very close to the Prime Minister and that's why this office is more powerful than any other secretariat. In this regard we can say with B. G. Deshmukh that over the years, the PMO has grown into a high profile body. Quite often, it has exceeded the powers of the Cabinet Secretariat and actively interfered with the working of various ministries and departments. People who constitute the PMO have acquired power and authority of their own in the name of the Prime Minister. Sometimes even the PMO comes to assume much more authority and power than the Prime Minister originally intended (Deshmukh 1997). Therefore, some critics have described the PMO as 'Super Cabinet', the Government of the Government of India' and so on. But it is true that the role and the position of the PMO depend on the Prime Minister. 3.6 Prime Minister's Secretary / Principal Secretary

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The principal secretary to the Prime Minister is the administrative head of the

Prime Minister's Office (PMO). The principal secretary is one of the most influential post and rank in the Indian civil services. He is the senior most bureaucrat and generally from the Indian Administrative Service. Pramod Kumar Misra is the present principal secretary to the Prime Minister of India. The principal secretary to the Prime Minister plays an important role and executes the following functions:- • He assists the Prime Minister in the performance of his all work including Political, Parliamentary and Public responsibilities. • He deals with all the important governmental files in the PMO according to the direction of Prime Minister. • As the administrative head of the Prime Minister's Office, he coordinates the activities of the different personnel in his office.
90 NSOU CC-PA-03 NSOU CC-PA-03 91 • If the Prime Minister hands over any type of work relating to different ministries and departments, he has to execute that work. • He prepares various notes for the Prime Minister to discuss with important dignitaries. 3.7 Conclusion As the actual head of the state of India, the Prime Minister has to fulfil a lot of responsibilities. In this regard, he is assisted by the Prime Minister's Office (PMO). The PMO is a staff of
agency which provides institutional support to the Prime Minister in his official and policy making functions. It is an extra-constitutional body. But, it
has a

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status of a department of the Government of India under the Allocation of Business Rules, 1961.

Till June 1977, the
PMO was called as the Prime Minister's Secretariat. During the Prime Ministership of Morarji Desai, the name of Prime Minister's Secretariat was changed into the name of Prime Minister's Office (PMO). The PMO is the most important part of the Government of
India. It plays a crucial role and performs different functions. The PMO helps the Prime Minister in respect of his all internal and external responsibilities. But the functions of the PMO vary Prime Minister to Prime Minister. At the beginning it was a modest slim organization, but now it is not only big but important also. Administratively, the PMO

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is headed by the Principal Secretary to the Prime Minister.

He is the senior most bureaucrat from generally IAS. He assists the Prime Minister in the performance of his all work. At last we can say that the role and the position of the PMO and Principal Secretary depend on the Prime Minister. 3.8 Summary • Office of the Prime Minister is an important part of the Central administration • The Prime Minster fulfills his responsibility only by the able assistence of his Office. • For this PMO hold an vital position in the Central Secretariat. • Although PMO is an extra constitutional body, but it has a special status as Governmental Department under the Allocation of Business rules 1961. • From the time of Morarji Desai, the name of primi Minister's Secretariat changed to Primi Minister's Office .
90 NSOU CC-PA-03 NSOU CC-PA-03 91 • PMO is virtually related with all sorts of work of the Government. • The PMO is headed by the Principal Secretary. 3.9 Glossary • Prime Minister's Office • Prime Minister's Secretariat. • Principal Secretary of the Central Government. 3.10 Model Questions • Describe the composition and functions of the PMO. • State in detail the evolution of power and position of P.M's Secretariat. • Narrate in detail the evolution of Prime Minister's Office. • Write a short note on PMO. • Write a short note on the role of the Principal Secretary. • Clarify the power and position of P.M's Secretariat during the Prime Ministership of Nehru. • Position of PMO during the time of Indira Gandhi. • Write a note on Major functions of Principal Secretary. • Write any four functions of PMO. 3.11 References • Indian Administration – Hoshiar Singh, Pankaj Singh •. Indian Administration Evolution and Practice – Bidyut Chakrabarty & Prakash Chand • Public Administration – M Laxmikanth
92
NSOU CC-PA-03 NSOU CC-PA-03 93 92 Unit - 4 ? Functions of the Secretariat Structure 4.0 Objectives 4.1 Introduction 4.2
Organizational Structure of the Secretariat 4.3 Tenure System 4.4
Conclusion 4.5 Summary 4.6 Glossary 4.7 Model Questions 4.8 References 4.0 Objectives To : • Understand the meaning of the
Central Secretariat. • Discuss the Tenure System and its positive and negative sides. • Explain the Organizational Structure of the Central Secretariat and their functions. 4.1 Introduction
In India,
the President is the nominal head of the state
and the
Council of Ministers with the Prime Minister at the head
is
the real executive of the state
under the Parliamentary system of government. The Council of Ministers with the Prime Minister is responsible for their activities to the people of India through the parliament specially the lower house, Lok Sabha. So, the Council of Ministers has to fulfil its responsibilities and duties for the welfare of the people.

But, the ministers cannot fulfil alone these responsibilities and they need assistance. Therefore, for administrative convenience, the Central Government of India is divided into Ministries and Departments. The Ministries and Departments both constitute the 'Central Secretariat
92 NSOU CC-PA-03 NSOU CC-PA-03 93 of India'. In other words, the Central Secretariat is a combination of all ministries and departments

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of the Central Government. The secretariat is a staff agency. In the beginning, it was the office of the Governor General of India.The word 'Secretariat'

literally means the office of the Secretaries.
But there is no mention about the word 'Secretariat' in our Constitution. In article 77(3) of the Constitution of India has been said

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that the President shall make rules for the more convenient transaction of the business of the Government of India, and for the allocation among Ministers of the said business. The Central Secretariat is required for the more convenient transaction of the

business of the Government
of India.
In fact, the Central Secretariat assists Ministers of the Central Government of India to fulfil their responsibilities and duties. At present, the ministers/departments of the

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Central Government are governed by the Government of India (Allocation of Business) Rules, 1961.

It has a long past. British Government initially in 1756 established the post of a President and Council at Fort Willium, to transact their administrative work. Actually at the initial stage British Government formed

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one general department with the help of a Secretary and a few

member for doing their purpose. The main instruction was coming to India from Englan as a "Pakage". The Secretary laid those instruction before the Council for their instruction to execute the "Pakage". Council used to issue instruction and conveyed them to different department. The department with their given authority execute them. Later Lord Cornwallis and Lord Wellesley first staryed to think on organizing the Secretariat. In the year 1919 Montague Chelmsford made a radical rform in the functioning process. They made division of functions and alotted them between Central and Provincial government. From that time onward the functions and responsibility

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of Secretariat began to change from a policy formulating, supervising and coordinative agency to that of an executive agency. 4.2

Organizational Structure of the Secretariat Ther is no special terminology to describe the various segment of the Administrative structure of the Central Government. Generally we call, there is a Central Secretariat, which is a collection of various Ministries and their departments. The Central Government functions with the help of this Central Secretariat. It indicates that the Central Government acts through this Secretariat. Central Secretariat in a sense a nodal agency for administrative functioning of the Central Government. Secretariat
94 NSOU CC-PA-03 NSOU CC-PA-03 95 generally assist the minister in the formation and execution of Governmental policies and programme.Thus it perform:- • To make and modify the policies from time to time it prepares Draft fo the Bill, rules and regulation. • It helps the minister to prepare sectoral planning, and Budget estimation, controlling the expenditure, and to maintain the financial discipline in execution of Plan and programme. • It exercises

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supervision and control over the execution of policies through field agencies, and evaluating their work progress. • Coordinating and maintining policies; assisting other branches of the

Governemnt to execute the administrative decisions of the Government. • Discharging their responsibilities towards the Parliament.

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The Central Secretariat is a combination of all the ministries and departments of the Central Government.

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But the Cabinet Secretariat, which is a Ministry comprising more than one Department, is still known as the Secretariat.

A ministry is under the charge of a Minister,

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who may be assisted by a Minister of State and a Deputy Minister

and it is divided into one or more than one departments. However, there can be a ministry without department and similarly, there can be a department without ministry. A department is an organizational unit of Ministry headed by a Secretary or Additional Secretary or Special Secretary. Every department is divided into wings headed by Additional Secretary or Joint Secretary. Every wing also is divided into divisions. Director or Deputy Secretary is the head of a division. Division is divided into branches headed by Under Secretary. Section is the lowest and smallest organisational unit of ministry/department. Some sections make a branch. Section Officer is the head of a section. The first ARC (Administrative Reform Commission) in this regard commented on Central Secretariat:- •

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The Secretariat system of work has lent balance, consistency and continuity to the administration and serves as nucleus for the total machinery. It has facilitated inter-ministry coordination and accountability to Pariament at the ministrial level. As an institutionalized system, it is indispensible for the proper functioning of the Government, (Government of India, Administrative Reform Commission, Report on the Government of India

and its Procedure of work (New Delhi, 1969)
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The structure and hierarchical order of the Central Secretariat is given below : Units Officer in- Charge Department Secretary or Additional Secretary or Special Secretary Wing Additional Secretary or Joint Secretary Division Director or Deputy Secretary Branch Under Secretary Section Section Officer

The functions of the different grades are briefly described below: (A) Secretary : A ministry is divided into one or more than one departments. A department is an organizational unit of a Ministry.

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The Secretary is the administrative head of a ministry/department and he also the chief advisor to the Minister.

He represents his ministry/department before the committees of parliament. So, he takes an important role in his ministry/ department. According

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to Gopalaswami Ayyangar, "A secretary should not be immersed in files and burdened with routine. It is essential that he should have time to grasp the overall picture, size up problems facing Government in the field allotted to his charge, and think and plan ahead. All these are his proper functions and must be efficiently performed. Failure to make adequate provision in this respect cannot be compensated by mere increase in the establishment under the control." (

B) Additional/Joint Secretary: Every department is divided into wings headed by Additional Secretary or Joint Secretary. Where the ministry/ department is too large, the Secretary may be assisted by a Joint Secretary or Additional Secretary. An Additional Secretary may acts as the in charge of either a department or a wing. On the other hand,

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a Joint Secretary is always in charge of a wing of a department.

But there is no difference between the functions of a Joint Secretary and Additional Secretary while they work in the wing of a department. Sir Richard Tottenham had warned:
96 NSOU CC-PA-03 NSOU CC-PA-03 97 "Additional and Joint Secretary

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should not be either cheap Secretaries or expensive Deputy Secretaries." (

C) Director/Deputy Secretary : Every wing also is divided into divisions. Director or Deputy Secretary is the head of a division. In 1960, the post of the Director was created to satisfy the ego of certain officers.

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The Deputy Secretary is an officer who acts on behalf of the secretary. He

is in charge of a Secretariat division. According to Richard Tottenham, "... the Deputy Secretary should be an officer of considerable seniority competent to dispose of a very large amount of work on behalf the Secretary and able, as his title implies, to deputize for him when the need arises. He should, in fact, be nearer to the present incorrect conception of a Joint Secretary." In fact,

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there is not much difference between the roles of a Director and a Deputy Secretary

in the Central Secretariat. (D) Under Secretary : Every division is divided into branches headed by Under Secretary. He himself solves the minor cases but submits only important cases to the Deputy Secretary. The role of the Under Secretary has been clearly mentioned in the Maxwell Committee Report as below: "

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The grade of the Under Secretary should ordinarily initiate action on all inward communications,

but he should not hesitate even at that stage to bring a receipt

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immediately to the notice of the Deputy Secretary for any instructions which the latter might wish to give.....

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More important files he should submit to the Deputy Secretary in such a form that in ordinary course the Deputy Secretary should be enabled to deal with the case quite briefly. Under Secretaries also

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should attempt to reduce as far as possible the number of files to be formally submitted to the Deputy Secretary ....." (

E) Officer on Special Duty (OSD) : The post O.S.D. was created under the British rule in India. An O.S.D. is appointed when a certain situation is emerged and it is decided that it could be better performed if one individual is made responsible for it. The post of O.S.D. is a temporary in nature. The post does not have any indicative status. According to S. R. Maheshwari, "The post of O.S.D. is not necessarily indicative of any status, O.S.D.s

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may have a status ranging between that of the secretary and of under secretary.

Even some section officers have been known to be appointed as O.S.D.s. The according of appropriate status depends upon the nature and type of the work.....the post of O.S.D. ideally lends itself to use as a training post."
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Office Staff : The office of the Secretariat consists of the following personnel: • Section Officer • Assistant Section Officer • Upper Division Clerk • Lower Division Clerk • Steno-Typist and Typist • Manual

Worker. Section is the lowest and smallest organisational unit of ministry/department. Some sections make a branch. Section Officer is the head of a section and his main work is to supervise and coordinate the entire work of staff in his section. He acts as a link between the Under Secretary and the Section. There are some

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Assistant Section Officers, Upper Division Clerks, Lower Division Clerks, Steno-typists and Typists and Manual Workers

in the Section. An Assistant generally works according to the orders of the Section Officer and his main function is to collect the precedents, examine relevant rules and orders on the case and make suggestions for sending to Section Officer. The function of the Upper Division Clerk is to handle simple cases and assists in their disposal. On the other hand, the Lower Division Clerk performs purely routine duties such as collection of previous papers, files maintenance, despatching mails etc. One more thing we should remind in this regard that the recruitment of Lower Division Clerk post has been taken directly by competitive examinations organised by Staff Selection Commission since 1976. The post of the Upper Division Clerk is recruited by promotion from Lower Division Clerks. The posts of the Section Officer and Assistant Section Officer are appointed partly by competitive examinations and partly by promotion. 4.3 Tenure System In the tenure system, the officers of higher post in the Central Secretariat are filled from the states (and also from certain Central services) for a definite period and after serving their 'tenure', they have to revert back to their respective states or services. According to S. R. Maheshwari, "The

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superior positions in the secretariat are manned by officers who come from

the states (and also from certain central Services) for a specified period and who after serving their 'tenure' would (or, should) revert to
98 NSOU CC-PA-03 NSOU CC-PA-03 99 their respective states or services. In official parlance, this arrangement is known as the tenure system." This system was introduced in India in 1905 the then Governor General of India Lord Curzon. He is regarded as 'the father of the tenure system'. According to this system,

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every official has to work in the Central Secretariat for a specified period

in accordance with their grade. Such as: a. Secretary and Joint-Secretary 5 Years b. Deputy Secretary 4 Years c. Under secretary 3 Years There are lots of debates about this Tenure System in the Indian Administration. Even this system is not as strong as it was before the independence of India. The arguments both in favour and against of this system are described below: (A) Arguments in favour of the Tenure System : • It strengthens the Indian federal polity by a regular rotation system of the services of civil servants between the Central government and States governments. • The tenure system benefits the states also. It provides the State governments officers having a wide range of experience and familiar with national approach to problems. • The tenure system coordinates the both administrations the central government and the states governments. Thus, it strengthens the administrative unity of the entire country. • It strengthens the independence of the civil service. • In the tenure system, every civil servant works in the central secretariat for a specified period and after serving their 'tenure', they have to revert back to their respective states or services. As a result, they do not feel monotony in their service. • It provides equal opportunities to all the civil servants. Because no civil servant can stay in the Central Secretariat for life time, according to this system,

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every official has to work in the Central Secretariat for a specified period

in accordance with their grade. (B) Arguments against the Tenure System : • The tenure system does not ensure specialization in the administration. But now-a-days the specialised civil servant is required in different ministries.

98 NSOU CC-PA-03 NSOU CC-PA-03 99 • In the tenure system every civil servant has to work under both governments central and states. But in fact, the experience of district administration does not really help in the Central administration. • This

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tenure system has strengthened the Office at the expense of the officer. A new officer depends too much on

the office. As a result, the 'office-dominated administration' is created. • The tenure system was used when India had a unitary administration under the British colonial rule. Now India is a federal state. So, it is said that the tenure system is not so important in the Indian administration like before. As said by Avasthi and Avasthi, "The tenure system does not fit quite well in a federal polity with autonomous states. Amateur ministers at both, the Central and the state levels need services of permanent advisors in the Secretariat; mere 'birds of passage' will not do." Now-a-days it is seen

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that the tenure system does not apply to all the departments of the

governments due to the requirement of specialized officers. The departments like the Indian Audit Accounts, Posts and Telegraphs, Foreign Services etc mostly depend on their own specialized officers. But it is also true that the tenure system has also some significance in the administration. Keeping this significance the tenure system still remains a part of the staffing pattern of the Central Secretariat. 4.4 Conclusion Secretariat is an apolitical part of the Indian administration. The word 'Secretariat' literally means the office of the Secretaries. The Central Secretariat assists Ministers of the Central Government of India to fulfil their responsibilities and duties The Ministries and Departments both constitute the 'Central Secretariat of India'. In other words, the Central Secretariat is a combination of all ministries and departments of the Central Government. A ministry may have some departments. A department is an organizational unit of Ministry headed by a Secretary or Additional Secretary or Special Secretary. Every department is divided into wings headed by Additional Secretary or Joint Secretary. Every wing also is divided into divisions. Director or Deputy Secretary is the head of a division. Division is divided into branches headed by Under Secretary. A branch is also divided into Sections. It is the lowest and smallest organisational unit of ministry/department. Section Officer is the head of a section.
100 NSOU CC-PA-03 NSOU CC-PA-03 101 The tenure system was a most important practice in the Indian administration when India was under the British colonial rule. According to S. R. Maheshwari, "The

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superior positions in the secretariat are manned by officers who come from

the states (and also from certain central Services) for a specified period and who after serving their 'tenure' would (or, should) revert to their respective states or services. In official parlance, this arrangement is known as the tenure system." This system was introduced in India in 1905 the then Governor General of India Lord Curzon. He is regarded as 'the father of the tenure system'. There are lots of debatesin favour and against the tenure system. At present

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the tenure system does not apply to all the departments of the government. 4.5

Summary • Secretariat is primarily used to administer the nation through

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Government mechinery • India is divided into Ministries and department. These two taken together constitute the Central Secretariat. • The

members of (permanent executive) in the Secretariat assist the ministers, heading their ministries to discharge their responsibility. 4.6 Glossary • Rules of Business of the Government. • Transaction Rules. • Cabinet Ministers. • Ministers of State • Deputy Ministers. 4.7 Model Questions • What do you mean by the 'tenure system'? Evaluate the relevance of this system in the contemporary Indian administration. • Discuss the organizational structure of the Central Secretariat and their functions • Discuss in detail the genesis of Central Secretariat.
100 NSOU CC-PA-03 NSOU CC-PA-03 101 • Write a short note on the 'Central Secretariat'. • Discuss two Arguments in favour of the Tenure System. • What is Tenure System? Explain the utility of the system in view of its positive and negative functioning. • What are different grades in Central Secreatariat? How those grades are ordered. • How you distinguish between Officer on Duty, and Office Staff? • Write a note on the function of Secretary and Under Secretary. 4.8 References • Indian Administration - S. R. Maheshwari • Indian Administration – Hoshiar Singh, Pankaj Singh • Indian Administration
Evolution and Practice – Bidyut Chakrabarty & Prakash Chand • Public Administration in India – Siuli Sarkar
102 NSOU CC-PA-03 NSOU CC-PA-03 103 102 Unit - 5 ? Cabinet Secreatariat and the Role of the Central Secretariat

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Structure 5.0 Objectives 5.1 Introduction 5.2 Meaning of the Cabinet Secretariat 5.3 Composition of the Cabinet Secretariat 5.4 Role and Functions of the Cabinet Secretariat 5.5 Cabinet Secretary 5.6 Role of the

Central Secretariat 5.7
Conclusion 5.8 Summary 5.9 Glossary 5.10 Model Questions 5.11 References 5.0 Objectives
To : • Understand the meaning of the
Cabinet Secretariat and the Central Secretariat. • Describe the role and functions of the Cabinet Secretariat and the Central Secretariat. •
Explain the difference between the Cabinet Secretariat and the Central Secretariat. 5.1 Introduction The founders of Indian Constitution formed Cabinet Secretariat in pursuance of successful structurization of Parliamentary system in India on account of maintaining the legacy of British system Government. Cabinet Secretariat is an important structure
102 NSOU CC-PA-03 NSOU CC-PA-03 103 of Parliamentary Democracy in Britain. The Institution of Cabinet Secretariat was first created in the year 1916
India

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with the dawn of her independence, formed a Coucil of Minister headed by the Prime Minister. Immediately the Governing system required the secretarial service to the Council of Minister. But there was acute shortage of Administrative ofiicers. Because most of ICS left India for

U.K. So India had initially no other way but to combine the Council with Prime Minister's Secretariat. But soon it was seperated and a new Cabinet Secretariat was formed. Mr. N.R. Pillai first took the charge of Cabinet Secretary. Mr Pillai for taking a first hand knowledge about the functioning of Cabinet Secretary, gave a visit to London, and reached to the opinion

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that the British pattern of organization, with suitable modification could be adopted in India. In 1948

Cabinet Secretary to secure relevant data from different Ministrial department set up another unit called Economic and Statiscal Unit for coordination. Until 1950, the Cabinet Secretary used to handle the issues relating with the developmental scheme of the Country. Finally after formation of Planning Commssion the Cabinet Secretay transferred the work of Developmental Planning to the Planning Commission. Again in August 1970 in pursuance with the recommendation made by the First Administrative Reform Commission, the Department of Personnel was set up

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in the Cabinet Secretariat. But later in 1977 Department of Personnel and Administrative Reform was taken away from the Cabinet Secretariat, and

placed its link with the Ministry of Home Affairs. Later again this Department of Personnel placed seperately with independent status as Department of Personnel Public Grievances and Pension under the Prime Minister and Minister of State. In the process of reorientation and restructuring the Cabinet Secretariat, the National Authority for Chemical Weapon Convention (NACWC) in 1997 and the Performance Management Division, in 2009 have included with the Cabinet Secretariat. Reorhanization has thus been the Character of Cabinet Secretariat evern since its inception. In a parliamentary form of government like India,
the
Council of Ministers with the Prime Minister at the head
is
the real executive head of the state. The Council of Ministers
are responsible for their entire activities regarding administration to the people of India through the
parliament. So, some specialized and experienced administrators are required to assist the council of ministers to execute their responsibilities and duties. For this reason, the Central Secretariat has been established to help the

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all ministers and departments of the Central Government. The Central Secretariat is a totality of all ministers and departments

of the Central Government.
The ministers and departments are politically headed by the ministers and the Secretaries are the administrative head of the ministers and departments.
104 NSOU CC-PA-03 NSOU CC-PA-03 105 On the other hand, the Cabinet Secretariat is a staff agency for the assistance to the Union Cabinet in their works.
The Prime
Minister

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is the political head of the Cabinet Secretariat and the Cabinet Secretary is the administrative head of

it.

In this unit, at first we will discuss about the Cabinet Secretariat and then Central Secretariat. 5.2 Meaning of the Cabinet Secretariat The Cabinet Secretariat is the most important administrative agency for the assistance to the Union Cabinet of India in their works. The business allocated to Cabinet Secretariat under Government of India (Allocation of Business) Rules, 1961 includes (i) Secretarial assistance to the Cabinet and Cabinet Committees; and (ii) Rules of Business. We all know that, now-a-days

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the Cabinet headed by the Prime Minister is the actual executive authority of the state of India

instead of the Council of Ministers. So, the cabinet has to fulfil a lot of responsibilities and duties

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for the entire administration of the Government of India. In this regard, the Cabinet Secretariat assists the Cabinet headed by the Prime Minister. The Cabinet Secretariat works under the direction and leadership of the Prime Minister of India. It takes a crucial role in the process of policy making of the Union Government. The Cabinet Secretariat

enjoys

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the status of a department of the Government of India under the Allocation of Business Rules.

The concept of

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the Cabinet Secretariat took birth in 1947 by replacing the Secretariat of the Governor-General's Executive Council. 5.3 Composition of the Cabinet Secretariat

The Cabinet Secretariat is one of the most important administrative organs of the Union Government of India. At present, the Cabinet Secretariat consists of three wings:- (i) Civil Wing: it is the most important wing of the Cabinet Secretariat. The main functions of this wing are to provide aid, advice and assistance to the Union Cabinet. (ii) Military Wing: It also takes an important role in the Cabinet Secretariat. It assists the activities of the defence related committees, such as – Defence Committee of the Cabinet, the Military Affairs Committee, the National Defence Council etc. (iii) Intelligence Wing: It

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deals with matters relating to the Joint Intelligence Committee of the Union Cabinet. 104

NSOU CC-PA-03 NSOU CC-PA-03 105 Apart from the above mentioned main Wings, the Cabinet Secretariat has some more organizations, such as – a. National Authority for Chemical Weapons Convention, b. Research and Analysis Wing (RAW), c. Special Protection Group, d. Joint Intelligence Committee, e. Aviation Research Centre, f. Special Frontier Force, g. Directorate of public Grievances. 5.4 Role and

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Functions of the Cabinet Secretariat The Prime function of the Cabinet Secretariat is to provide secretarial assistence to the Ministers of

the Cabinet and in performing their responsibility as a member of various committees. Its role related with preparation of Agenda for meeting of the Cabinet, providing information for easy discussion in the Cabinet, keeping records of the proceedings, and circulation of memoranda on those issues which are waiting for Cabinet decision.The Cabinet Secretariat
takes an important role in the Central Administration under
the direction and leadership of the Prime Minister of
India.
This Secretariat provides Secretarial assistance to the Cabinet and its Committees, and also assists in decision-making in Government. Apart from these formal role of the Cabinet Secretariat, the Cabinet Secretariat play a vital role as coordinating agency of Government of India. First of all, it assits the Minister in the process of decision making by ensuring the coordination among inter-ministrerial coordination, with the primary aim of evolving consensus through the instrumentality of the standing/ ad-hoc Committee of the Secrearіat. Sometimes the inter-ministerial differences or problem thrashed out during the meeting of the committees of the Secretariat. These COS (committees of Secretariat) are mainly formed for discussing any specific important matter of national importance. Here proposals from various Secretaries come to the Government. The meeting of Committee Of Secretaries are held under the chairmanship of Cabinet Secretary. Here principa Departments are asked to present their observation in writing. Departments naturally discuss and give emphasis on different point of views which they count as important for the success of the purpose. The primary effort in the Committee meeting is given on the adoption of unanimous decisions. It assure that the matter which will
106 NSOU CC-PA-03 NSOU CC-PA-03 107 raise in the Cabinet meeting, would be backed by a coherent and particular reporting. This naturally help inter-ministerial discussion on any important issue. But in any case if it is found that any two or more ministers are not complying with the report submitted by the COS, then matter is placed as an agenda before the Cabinet for taking final decision. Some important functions of the Cabinet Secretariat are given below : a. The Cabinet Secretariat prepares Cabinet agenda for its meetings and provides required information and material for the consideration of the Cabinet. b. It can Convene

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of the meetings of the Cabinet & its Committees on the orders of the Prime Minister.

c. It also prepares minutes of different meetings organised by the Cabinet and Cabinet Committees. d.

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The Cabinet Secretariat is the custodian of the papers of the Cabinet meetings.

It keeps
records of the discussions and decisions of the meetings of the Cabinet and Cabinet Committees. It also circulates the discussions and decisions of the meetings to the concerned ministries. e.
One of the most important roles
of the Cabinet Secretariat
is to provide secretarial assistance to the
different Cabinet Committees according to their need. f. It informs
the
President, Vice-President and Council of Ministers about

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the major activities of all Ministries/Departments by means of monthly summary of their activities.

g. It acts as the chief coordinating agency in

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the Central Government. h. It prepares and finalises the rules of business of the government and allots the business among Ministries and Departments of the Central Government with the

concurrence of the President
of India. It can watch whether the different ministries, departments and executive agencies are following the decisions of the Cabinet or not. i.

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Management of major crisis situations in the country and coordinating activities of various Ministries in such a situation is also one of the functions of the Cabinet Secretariat. 106

NSOU CC-PA-03 NSOU CC-PA-03 107 Apart from these formal

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functions of the Cabinet Secretariat, many other cases are also brought before the Cabinet Secretariat,

on which the Cabinet Secretariat provides necessary aids and advice as well as

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assistance. Some of these are:- 1. Cases involving specially the issuing of ordinance 2. Address and Messages of the President to the Parliament 3. Proposal to summon or dissolve the Parliament. 4. Cases which involes the negotiation with Foreign Countries on Treaties, Agreements etc. 5. Proposal for sending delegation of persons abroad in any capacity. 6.

Proposal for appointing any Enquiry committee, and their report after enquiry. 7. Cases involving financial implications. 8. Cases of disagreements among minority 9.

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Cases which the President or the Prime Minister may require to be put before the Cabinet.

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The Cabinet Secretariat is responsible for the administration of the Government of India (Transaction of Business) Rules, 1961 and the Government of India (Allocation of Business) Rules 1961, facilitating smooth transaction of business in Ministries/ Departments of the Government. 5.5

Cabinet Secretary The Cabinet Secretariat functions directly under the Prime Minister.

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The administrative head of the Secretariat is the Cabinet Secretary who is also the ex- officio Chairman of the Civil Services Board.

He is the senior most civil servant in India. This post was created in India in 1950 instead of the Secretary to the Governor- General's Executive Council. The first Cabinet Secretary was N. R. Pillai and Shri Rajiv Gauba is the present Cabinet Secretary of India. For better understanding of role and the importance of Cabinet Secretary in Indian Administration, one should remember that Cabinet Secretary is seniormost Officer in Indian Administration. A few words regarding his quality may be added from the description given by R. Dwarkada in his book, Role of Higher Civil Service (Bombay : Popular 1958) :
108 NSOU CC-PA-03 NSOU CC-PA-03 109 • "He (the Cabinet Secretary) should be an administrative officer of the highest rank, selected for the office for
his special qualities of tack, energy, initiative, and efficiency, and he should be entrusted

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as head of the Cabinet Secretariat with the positive function of securing coordination as well as timely and effective action by all departments of the Government of India in all matters in which the Cabinet as a whole or the Prime Minister is interested.

He should be a person commanding the respect and confidence of all ranks of
the permanent services." (p.41) The Cabinet Secretary is the chief coordinator of the central administration.

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He acts as a link between the Prime Minister's Office (PMO) and various administrative agencies.

Above all, he acts as a link between the civil service and the political system. S. S. Khera, a former Cabinet Secretary told about the role of a Cabinet Secretary in his book, 'The Central Executive' (New Delhi: Orient Longman, 1975) that, • "

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The Cabinet Secretary provides the eyes and ears for the Prime Minister to keep in touch with the process of official business in the Central Government. But he is in no sense

a watchdog or an invigilator on behalf of the Prime Minister....A Cabinet Secretary's is a very

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general staff function, not a line function in relation to the ministries. His is to help, not to

oversee." Although the chief function of Cabinet Secretary is not only to provide assistance to the Council of Minister, but he deals almost all the Cabinet affairs. For this, he maintains a close relation with Ministers of different port-folios, along with that he also

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he keeps a close touch with other secretaries in charge of different

Ministries and departments. In this regard S.S. Khare described his role, in his afore stated book that: • "In a rather general and loose way, he keeps an eye upon the smooth working of the system of communication and consultation amongst the ministers and department of the Central Government. He does not have a supervisory function over any of the ministers or departments." Thus it is normally expected that the Cabinet Secretary will act as a leader of the Cabinet Secretariat. It is his natural responsibility to put up

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the morale of the Civil Servant high and professional. He acts as a buffer between politicians and

Administrative officers, and always his primary attempt is to protect the interest of Civil Servants in any conflicting situation with the Ministers. S.S. Khare in his Book The Central Executive again described the senario in the following manner:
108 NSOU CC-PA-03 NSOU CC-PA-03 109 • "From account of his relationship with the permanent officials, it would appear hat

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he is a sort of advisor and conscience- keeper to all the

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permanent officials. They come to him for advice and guidence whenever there are

inter- departmental difficulties. He seem to be a man in whom all permanent officials have great confidence." 5.6 Role

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of the Central Secretariat The Central Secretariat is a total form of all ministers and departments of the Central Government.

The ministers and departments are politically headed by the ministers and the Secretaries are the administrative head of the ministers and departments. It is the highest office of the Central Government. It occupies a crucial role in Indian administration. • The Central Secretariat assists the Ministers in the policy making process of the Central Government. The Secretariat provides different data and information to the Ministers and the Ministers make policies with the help of this data. • It also assists the Ministers in their legislative work to frame rules and regulations. The Secretariat makes legislative drafts for the Ministers to be introduced in the Parliament. • It helps
the Central Ministers in the financial management and budgeting. • The Central Secretariat takes an important role

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as the main channel of communication between the government and other concerned agencies,

such as - NITI Aayog (National Institution for Transforming India), Finance Commission etc. It also keeps contact with the State Government. • It can help to evaluate the work done by executive departments or agencies. •
The Central Secretariat acts as a think tank of the Central Government by providing authentic information in respect of governmental policies and activities.
So, the Central Secretariat is an essential organ of the Central Government. As a student of Political Science we can end this discussion by echoing the statement of the first Administrative Reforms Commission: • "It

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has lent balance, consistency and continuity to the administration, and serves as a nucleus for the total machinery of ministry. It has facilitated 110 NSOU CC-PA-03 NSOU CC-PA-03 111 inter-ministry coordination and accountability to the Parliament at the ministerial level. As an institutionalized system, it is indispensable for the proper functioning of the Government."

A common believe among the civilian and general people that the quality of leadership are tested, during the tenure of Cabinet secretaryship. Perhaps for this the final posting of Cabnet Secretaryship, is a dream posting for any IAS. Here a professional Bureaucrat can unravels his quality and capacity to his optimum level of skill. It si no wonder, that inner character and intrinsic personality of a Cabinet Secretary are reflected through the dream he sees and Cabiney Secretary, quality of influencing other as leader and also his gapacity to become a successful motivator. It is almost compulsory for a Cabinet Secretary to attain all the meetings of the cabinet. Very rare, any Seniormost member of the Cabinet Secretariat, takes his place in the meeting. Cahinet Secretary takes the detail notes on the Proceedings of the meeting, and finally draws up the minutes containing the resolution of decision of the Meeting. After the Cabinet decisions are taken, it is the duty of the Cabinet Secretary, to make planning for its proper implementations. Cabinet Secreatary also maintains a good and constant relation with the Prime Minister. Although the Prime Minster maintains a seperate office under his control, even then the prime Minister also tries to keep close eye on the functions and decisions of the Cabinet Secretariat. Because Constitutionally Cabiney Secretary is also placed under his control. To make this bridye between Cabinet Secretary and Prime Minister, an additional committee has been formed, called "Committee of Secretaries on Administration". The Cabinet Secreatary also acts as a chairman in this Committee. Through this committee Cabinet Secretary can get information required for any state and transmit it to the Prime Minister, when require. S.S. Khera in his book "Central Executinve", elaborated the matter in the folwoing way: "

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The Cabinet Secretary provides the eyes and ears for the Prime Minister.

But he is in no sense,
the watch-dog or invigilator on behalf
of the Prime Minister." 5.7 Conclusion
The
Council of Ministers with the Prime Minister at the head
is
the real executive head of the state of India under the Parliamentary form of government.
110
NSOU CC-PA-03
NSOU CC-PA-03 111 The Central Secretariat has been established to help the

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all ministers and departments of the Central Government. The Central Secretariat is a totality of all ministers and departments

of the Central Government.
The ministers and departments are politically headed by the ministers and the Secretaries are the administrative head of the ministers and departments. It is the highest office of the Central Government. It occupies a crucial role in Indian administration. It helps the ministers in the policy making process, framing rules and regulations, financial management and budgeting etc. On the other hand, the Cabinet Secretariat is a staff agency for the assistance to the Union Cabinet in their works.

The Prime

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Minister is the political head of the Cabinet Secretariat and the Cabinet Secretary is the administrative head of it.

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The Cabinet Secretariat has three wings – Civil Wing, Military Wing and Intelligence Wing.

Apart from these three wings it has some more organizations. The Cabinet Secretariat takes an important role in the Central Administration under the direction and leadership of the Prime Minister of India.
This Secretariat provides Secretarial assistance to the Cabinet and its Committees, and also assists in decision-making in Government. 5.8 Summary • Cabiney Secretariat has been formed to make the plinth of the Parlamentary system strong. • The Cabinet Secretariat got its final shape in 1977. But even after that. Still some departments are added with it and the power and influence is continuously increasing. • The Business alloted to Cabinet Secretary under Government of India (Allocation of Business) Rules 1961 includes (a) Secretariat assistence to the Cabinet Members and Cabinet Committees; and (b) Rules of Business. • Cabinet Secretariat has three wings : Civil Wing; military Wing; Intellignece Wing. • Major Functions of the Cabinet Secretariat are ever increasing. 5.9 Glossary • Allocation of Business Rules, 1961
112 NSOU CC-PA-03 NSOU CC-PA-03 PB 5.10 Model Questions • Describe the composition and functions of the Cabinet Secretariat. • Explain the role and functions of the Central Secretariat of India. How it is continupusly changing? • Describe in detaol the advisory role of Cabinet Secretariat. • Write a short note on the Central Secretariat of India. • Discuss in detail the Role of the Cabinet Secretary. • How many wing are there under the control of Cabinet Secreatrariat. Describe the uniqueness of thorsr wings. • State the list of Functions of the Cabinet Secretariat • What are the functions of Committee of Secretary • How it balance between Prime Minister and Secretaries. 5.11 References • A Indian Administration – Hoshiar Singh, Pankaj Singh • Indian Administration Evolution and Practice – Bidyut Chakrabarty & Prakash Chand • Public Administration – M Laxmikanth • https://cabsec.gov.in/
BLOCK – III Key Ministries and Commissions : Organization and Role
115

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Unit - 1 ? Ministry of Home Affairs Structure 1.0 Objectives 1.1 Introduction 1.2 Ministry of Home Affairs :

The Evolution 1.3 Ministry of Home Affairs : Organizational Structure 1.4 Ministry of Home Affairs : The Role 1.5 Conclusion 1.6 Summary 1.7 Glossary 1.8 Model Questions 1.9 References 1.0 Objectives • To understand the role and importance of Home Ministry. • To elaborate the organizational Structure of Home Ministry. • To discuss the role of maintaining law and order. • Details of different divisions under the jurisdiction of Home Ministry. • Regarding attached office/ bureau under Home Ministry. • Role

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of the Home Ministry. 1.1 Introduction The inception of the Home Ministry may be traced back to 1843, when the Secretary of the “Supreme Government” was seperated from the Government of Bengal. The Home Department

was then formed with a Secretary. The Department further was divided into six branches : (a) General Branch; (b) Revenue Branch; (c) Marine Branch; (d) Judicial Branch; (e) Legislative Branch; and (f) Ecclesiastical Branch. The newly formed department was not a residuary part of any other department. It did not have any legatee in the Government. So naturally the department
116 NSOU CC-PA-03 NSOU CC-PA-03 117 did not belong to any other department which was inhered in Home Department. The department was mainly made to perform various heterogenous responsibility. The number of those responsibility was not only heterogenous, but also numerous. Ascertain list of its responsibility includes 'personal matters' in law and order including 'political matter'; 'jail'; 'polish' ; 'factories' ; 'explosive'; 'petrolium'; 'education'; 'public health' ; 'hospitals' ; 'municipality', etc. Gradually when importance of any of the specific field of responsibility increased, new department began to form, keeping its relation with Home Department as a part of administrative hive. First of such incident happened in 1855 when a separate 'Public Works Department' was created. Later in 1970, independent Indian Government set up 'Department of Personnel'. This took upon a good number of responsibility from Home Department. Further in 1973 functions and responsibilitiess of Departmental Adminstration was admixed with the Department of Personnel in the Cabinet Secretariat. This was done mainly on the basis of the recommendation of Administrative Reform Committee, set up in 1964. However, even this bifurcation, still the Ministry of Home Affairs are called "Mother Ministry" in the Indian Parliament. 1.2 Ministry of Home Affairs : The Evolution

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The Ministry of Home Affairs has always been in the nature of mother ministry in the Government of India.

It has attained unique prestige among the other ministries as it holds pivotal position in the administration of the country. The Ministry of Home Affairs enjoys key position and is considered 'sanctum sanctorum' of the Government of India. However, it no longer is the envy of the top civil services as they are more allured by the ministries dealing with economic affairs. The ministry has lost a few of its functions during the past years. For instance a separate ministry to deal with personnel, public grievances and pension was created. Likewise in 1985 the welfare of scheduled castes and scheduled tribes was entrusted to

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Ministry of Welfare. The Ministry of Home Affairs (MHA) has multifarious responsibilities, important among them being internal security, management

of para-military forces, border management, Centre-State relations, administration of Union territories, disaster management, etc. Though in terms of Entries 1 and 2 of List II – 'State List' – in the Seventh Schedule to the Constitution of India, 'public order' and 'police' are the responsibilities of States, Article 355 of the Constitution enjoins
the Union to protect every State against
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external aggression and internal disturbance and to ensure that the government of every State is carried on in accordance with the provisions of the Constitution. In pursuance of these obligations,

the Ministry of Home Affairs extends manpower and financial support, guidance and expertise to the State Governments for maintenance of security, peace and harmony without encroaching upon the constitutional rights of the States. 1.3

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Ministry of Home Affairs : Organizational Structure Under the Government of India (Allocation of Business) Rules, 1961, the Ministry of Home Affairs has the following constituent Departments : Department of Internal Security,

dealing with the Indian Police Service, Central Police Forces, internal security and law & order, insurgency, terrorism, naxalism, activities of inimical foreign agencies, rehabilitation, grant of visa and other immigration matters, security clearances, etc.;

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Department of States, dealing with Centre- State relations, Inter-State relations, administration of Union Territories,

Freedom Fighters' pension, Human rights, Prison Reforms, Police Reforms, etc. Department of Home, dealing with the notification of assumption of office by the President and Vice-President, notification of appointment/resignation of the Prime Minister, Ministers, Governors, nomination to Rajya Sabha/Lok Sabha, Census of population, registration of births and deaths, etc.; Department of Jammu and Kashmir (J&K) Affairs, dealing with the constitutional provisions in respect of the State of Jammu and Kashmir and all other matters relating to the State, excluding those with which the Ministry of External Affairs is concerned; Department of Border Management, dealing with management of international borders, including coastal borders, strengthening of border guarding and creation of related infrastructure, border areas development, etc.; and Department of Official Language, dealing with the implementation of the provisions of the Constitution relating to official languages and the provisions of the Official Languages Act, 1963.
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Department of Internal Security, Department of States, Department of Home, Department of Jammu and Kashmir Affairs

and Department of Border Management do not function in watertight compartments. They all function underthe Union Home Secretary and are inter-linked.The Department of Official Language has aseparate Secretary and functions independently. The Annual Report of the Ministry of Home Affairs does not, therefore, cover the activities of that Department.

118 NSOU CC-PA-03 NSOU CC-PA-03 119 The different Divisions of the Ministry of Home Affairs, indicating major areas of their responsibility, are as follows : A. Administration Division : The Division is responsible for handling all administrative and vigilance matters, allocation of work among various Divisions of the Ministry and monitoring of compliance of furnishing information under the Right to Information Act, 2005, matters relating to the Table of Precedence, Padma Awards, Gallantry Awards, Jeevan Raksha Padak, National Flag, National Anthem, State Emblem of India and Secretariat Security Organisation. B. Border Management Division : The Division deals with matters relating to coordination and concerted action by administrative, diplomatic, security, intelligence, legal, regulatory and economic agencies of the country for the management of international borders, including Coastal borders, creation of infrastructure like Integrated Check Posts, roads/ fencing and flood lighting of borders and the Border Areas Development Programme. C. Coordination Division : The Division deals with intra-Ministry coordination work, Parliamentary matters, public grievances (PGs), publication of Annual Report ofthe Ministry, Record Retention Schedule, custody of classified and non-classified records of the Ministry, Internal Work Study, furnishing of various reports relating to employment of SCs/STs and Persons with Disabilities to Department of Personnel and Training, etc. D. Centre-State Division : The Division deals with Centre–State relations, including working of the constitutional provisions governing such relations, appointment of Governors, creation of new States, nominations to Rajya Sabha/Lok Sabha, Inter-State boundary disputes, over-seeing the crime situation in States, imposition of President's Rule, etc. E. Disaster Management Division : Disaster Management-I Division isresponsible for response, relief and preparedness for natural calamities and man-made disasters (except drought and epidemics). Disaster Management-II Division is responsible for legislation, policy, capacity building, prevention, mitigation and long term rehabilitation. F. Finance Division : The Division is responsible for formulating, operating and controlling the budget of the Ministry and other matters pertaining

118 NSOU CC-PA-03 NSOU CC-PA-03 119 to expenditure control & monitoring and financial advice, etc., under the Integrated Finance Scheme. G. Foreigners Division : The Division deals with all matters relating to visa, PAP/RAP regime, immigration, citizenship, overseas citizenship of India, acceptance of foreign contribution and hospitality. H. Freedom Fighters and Rehabilitation Division : The Division frames and implements the Freedom Fighters' Pension Scheme and the schemes for rehabilitation of migrants from former West Pakistan/East Pakistan and provision of relief to Sri Lankan and Tibetan refugees. I. Human Rights Division : The Division deals with matters relating to the Protection of Human Rights Act and also matters relating to national integration, communal harmony and Ayodhya. J. Internal Security Division : The Division deals with matters relating to internal security and law & order, including anti national and subversive activities of various groups/extremist organisations, policy and operationa lissues on terrorism, security clearances, arms and explosives, narcotics and Narcotics Control Bureau, National Security Act, monitoring of ISI activities and Home Secretary-level talks with Pakistan on terrorism and drug trafficking as a part of the composite dialogue process. K. Jammu & Kashmir Division : The Division deals with constitutional matters including Article 370 of the Constitution of India and general policy matters in respect of J&K and terrorism/militancy in that State. It is also responsible for implementation of the Prime Minister's Package for J&K. L. Judicial Division : The Division deals with all matters relating to the legislative aspects of the Indian Penal Code (IPC), Code of Criminal Procedure (Cr.P.C.) and also the Commission of Inquiry Act. It also handles matters relating to State legislations which require the assent of the President under the Constitution, political pension to erst while rulers before independence and mercy petitions under Article 72 of the Constitution. M. Naxal Management Division : This Division has been created w.e.f.October 19, 2006 in the Ministry to effectively tackle the naxalite menace from both security and development angles. It monitors the naxal

120 NSOU CC-PA-03 NSOU CC-PA-03 121 situation and counter-measures being taken by the affected States with the objective of improving ground-level policing and development response as per the location specific action plans formulated/ to be formulated by the affected States. It also reviews proper implementation of various developmental schemes of Ministries/Departments concerned in the naxal affected areas as also optimum utilisation of funds released under such schemes. N. North East Division : The Division deals with the internal security and law & order situation in North-Eastern States, including matters relating to insurgency and talks with various extremist groups operating in that region. O. Police Division : The Division functions as the cadre controlling authority in respect of Indian Police Service (IPS) and also deals with all matters relatingto Central Police Forces, including their deployment, award of Presidents' Police Medals for Meritorious/Distinguished service and Gallantry. P. Police Modernisation Division : The Division handles all items of work relating to modernisation of State Police Forces, provisioning/ procurement of various items form odernisation of Central Police Forces, policere forms and security of VIPs/vital installations. Q. Policy Planning Division : The Division deals with meetings of the SAARC Interior/Home Ministers, matters relating to policy formulation in respect of internal security issues, international cooperation on counter- terrorism, international covenants, bilateral assistance treaties and related items of work. R.

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Union Territories Division : The Division deals with all legislative and constitutional matters relating to Union territories, including National Capital Territory of Delhi. It also functions as the cadre controlling authority of the Arunachal Pradesh-Goa-Mizoram and Union territory (AGMUT) cadre of Indian Administrative Service (IAS)/Indian Police Service (IPS) as also Delhi-Andaman and Nicobar Island Civil Service (DANICS)/ Delhi-Andaman and Nicobar Island Police Service (DANIPS). Besides, it is responsible for over-seeing the crime and law & order situationin Union Territories. 120

NSOU CC-PA-03 NSOU CC-PA-03 121 The work of the Ministry is organised in the following Divisions : (1) Administrative and O & M Division; (2) Administrative Vigilance Division; (3) All India Services Division; (4) Central Secretariat Services Division; (5) Establishment Division; (6) Establishment Officer's Division; (7) Emergency Relief Division; (8) Foreigners and Citizenship Division; (9) Judicial Division; (10) Police Division; (11) Political Division; (12) States Reorganization Division; (13) States Reorganization (Services) Division; (14) Union Territories Division; (15) Union Territories (Legislative) Division; (16) Official Language Division; (17) Kashmir Division; (18) Welfare Division; (19) Finance and Accounts Division; (20) Manpower Directorate; (21) Public Division; (22) Public Grievance Division; (23) Training Division; (24) Joint Consultation and Compulsory Arbitration Division; (25) Secretariat Security Organisation; and (26) Research and Policy Division. The Seven Attached Offices are : (1) Central Intelligence Bureau; (2) Central Bureau of Investigation;
122 NSOU CC-PA-03 NSOU CC-PA-03 123 (3) National Acad¬emy of Administration; (4) Secretariat Training School; (5) Office of the Registrar-General; (6) Central Reserve Police; and (7) Border Security Force. The Subordinate Offices are : (1) National Police Academy; (2) Directorate of Coordination (Police Wireless); (3) National Fire Service College; (4) National Civil Defence College; (5) Indo-Tibetan Border Police; (6) Regional Registration Office; (7) Mobile Civil Emergency Force; and (8) Regional Offices, Hindi Teaching Scheme. There is one Central Vigilance Commission. The Advisory Committees are : (1) Central Establishment Board; (2) Emergency Relief Organisation Central Advisory Committee; (3) Advisory Committees for Andaman and Nicobar Islands, Laccadive, Minicoy and Amindivi Islands, and Chandigarh. There is

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a consultative committee of the members of Parliament attached to

the ministry. The committee

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meets under the chairmanship of the Home Minister to discuss matters pertaining to the Ministry.

The Secretariat staff consists of Secretaries, Additional Secretaries, one Director-General, Civil Defence, Joint Secretaries and Establishment Officer, Deputy Secretaries; Chief Welfare Officer; Director, Research and Policy; Chief Security Officer; Deputy Secretaries; Deputy Directors of Training; Deputy-Director-General, Civil Defence; Deputy Director-General, Home Guards; one Senior Staff Officer; Fire Adviser; Secretary, Delhi Flood Control Committee; numerous Under Secretaries; Security Officer; O.S.D. (Parliament); Secretary, Central Secretariat Sports Control Board; two Assistant Director-General, Civil Defence; one
122 NSOU CC-PA-03 NSOU CC-PA-03 123 Assistant Director-General, Home Guards; and Senior Research Officer etc. etc. The Ministry of Home Affairs enjoys key position and is considered 'sanctum sanctorum' of the Government of India. However, it no longer is the envy of the top civil services as they are more allured by the ministries dealing with economic affairs. The ministry has lost a few of its functions during the past years. For instance a separate ministry to deal with personnel, public grievances and pension was created. 1.4 Ministry of Home Affairs : The Role The Ministry of Home Affairs deals mainly with matters belonging to maintenance of peace and public tranquillity and the manning and administration of public services. It is also responsible for the administration of Union Territories. Article 355 of the Indian constitution enforces

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the Union to safeguard every state against External aggression and internal disturbance.

In pursuance of these obligations the Ministry of Home affairs assists with man power and ex¬tend it financial support guidance and expertise to the state governments. It consists of a Secretariat headed by a Secretary who is assisted by additional secretaries, joint secretaries and under secretaries, seven attached offices and eleven subordinate offices. It is in the charge

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of a Cabinet Minister who is assisted by a Minister of State and a Deputy Minister.

Its functions are multifarious some of which are as follows: (1) To issue notification of election of the President and Vice President. (2) To grant pardon, reprieve and suspension or commutation of death sentence. (3) Establishment and formation of new States. (4) To issue

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notification of appointment and resignation of the Prime Minister and other

ministers
and parliamentary secretaries in the Central Government. (5) To frame model rules of business of State Governments. (6) To issue notifications of appointment, resignation and removal of Governors. (7) Administration of Union Territories. (8) To man Border Security Force. (9) To deal with matters relating to the emergency provisions of the Constitution
124 NSOU CC-PA-03 NSOU CC-PA-03 125 (10) To deal with matters relating to the rulers of former Indian States. (11) To deal with matters pertaining to code of conduct of legislators. (12) To control Intelligence Bureau. (13) To deal with Preventive Detention cases. (14) To deal with citizenship and immigration cases from foreign and commonwealth countries. (15) To deal with code of conduct for ministers with legislators. (16) To deal with census of population. (17) To deal with matters of Indian Police Service. (18) To deal with matters pertaining to Central Industrial Security Force; Central Reserve Police; Civil Defence. (19) To deal with matters relating to national integration. (20) To deal with affairs concerning the State of Nagaland. (21) To deal with criminal law and procedure. (22) To deal with emoluments, allowances, privileges etc.

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in respect of leave of absence of the Governors and the President, salaries and allowances of ministers, deputy ministers

and parliamentary secretaries of the Union. (23) To deal with matters relating to Industrial security force of centre. (24) The deal with the terrorists menace who constitute potential danger to our security. Evidently the functions of the Home Ministry are enormous and clearly indicate its pivotal position in the country. As per Second Schedule of Allocation of Business Rules, Ministry of Home Affairs is mandated to look after the matters relating to loss of human life and property due to all natural and man-made calamities, other than drought or epidemics. The Disaster Management (DM) Division is the nodal division in Ministry of Home Affairs (MHA) for disaster management. Government of India enacted the Disaster Management Act 2005, which provided a legal and institutional framework at national, state and district levels for the creation of specialized disasters management institutions. In pursuance of the Act, the Ministry created national level institutions like National Institute of Disaster Management (NIDM), National Disaster Management Authority (NDMA), National Disaster Response Force (NDRF) and National Executive Committee (NEC) in 2006.
124 NSOU CC-PA-03 NSOU CC-PA-03 125 1.5 Conclusion The Ministry of Home Affairs is one of the key ministries in the administrative set up of Government of India. The organizational structure of this ministry is very vast and complex as per the requirements of the ambit of its functional sphere which range from broad internal security of the entire country to specific state wise requirements of dealing with sub-national ethnic groups. The Ministry of Home Affairs is the nodal ministry dealing with the security, safety and well-being of all the citizen of the country. 1.6 Summary • The Ministry of Home Affairs enjoys a special respect traditionally. This respect is unique and stems from the heart of other minisytry. • The department is generally consider as sanatorium, where all administrators desire their posting • Over a period of time the desire of the Bureaucrats have shifted to Home Department from the Ministry of Finance • Ministry of Home Affairs primarily deals with the law and order of the State. 1.7 Glossary • Supreme Government : Apex Court formed by the British Ruler to rule India • Ecclesiastical :- Priests of Church • Sanctum :- Holy Places • Sanctorium :- A very provatesecret place for religious activities 1.8 Model Questions • Analyse the organizational set up of Ministry of Home Affairs. • Explain in detail the functions of Ministry of Home Affairs.. • Write a detail note on the evaluation of Home Ministry • Elaborate the importance of the Ministry of Home Affairs in Indian Administration. • Analyse the role of the various departments in the functioning of the Ministry of Home Affairs.
126 NSOU CC-PA-03 NSOU CC-PA-03 127 • Discuss briefly the Government of India (Allocation of Business) Rules, 1961 • Point out the role of Disaster Management division of Ministry of Home Affairs. • Write a note on Article 355 of Indian Constitution. • Out of eighteen Divisions, write the jurisdiction and function of any two departments. 1.9 References • Ministry of Home Affairs, 2008, Annual Report, Chapter I- Mandate and Organizational Structure of Ministry of Home Affairs
127 126 NSOU CC-PA-03 NSOU CC-PA-03 127 Unit - 2 ? Ministry of Finance : Organization and Function Structure 2.0 Objectives 2.1 Introduction 2.2 Ministry of Finance : The Evolution 2.3 Ministry of Finance : The Organizational and Structure 2.4 Ministry of Finance : Functions 2.5 Conclusion 2.6 Summary 2.7 Glossary 2.8 Model Questions 2.9 References 2.0 Objectives To learn : • Historical evolution of Finance Department. • Changing phase of Finance Department with the advent of Government of India Act 1919. • Report of Halden Committee in 1918. • Replacing of Finance Department to Ministry of Finance. • Three major Departments of Finance Ministry. • Economic function of Finance Ministry. • Responsibility of Finance Ministry' • Role of Finance Ministry in Development. 2.1 Introduction The history of the Ministry of Finance roles back to 1810. In 1810 the Supreme Government of India first set up a separate Department. Although till 1864 it did not
128 NSOU CC-PA-03 NSOU CC-PA-03 129 have any permanent full time Secretary. In 1863 the post of Joint-Secretary of the Supreme Government was abolished. With the abolishion of the post of Joint Secretary, the Government of Bengal was also abolished. After that the Finance Department came under the direct supervision of a newly framed Secretariat. After Independence in 1947, the Indian Government continued with the Finance Department, only changing its denomination as Ministry of Finance. India Government at the time of reorganizing

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the Ministry of Finance, included three wings with it : (1) Expenditure; (2) Economic Affairs; (3) Revenue. Again in 1949, Ministry of Finance was reorganized. Two specific Departments were made : (1) Department of Revenue; (2) Department of Economic Affairs.

Again in 2000, a new Departmental reorientation was made. Three Departments were made in Finance Ministry: (1) Deoartment of Economic Affairs; (2) Department of Revenue; (3) Department of Expenditure. These three departments were put under three different full-fledged Secretary. Of them one was empowered to look after and coordinate among the functions of three Departments. He was given the status of 'first among the equals'. And that status was given to the Secretary of the Department of Economic Affairs. For some obvious reasons, the Ministry Finance claims an important status in Central or State Cabinet of Ministers. The Halden Committee in 1918 observed that the Finance Ministry should have a vital position among other Ministries and Department. India Governemnt since 1947 fully show her compliance with the observation made by the Halden Committee in 1918. 2.2 Ministry of Finance : The Evolution The origin of the Finance Ministry in India goes back to the year 1810 when a separate Finance Department was created out of the Public Department. But a separate Secretary for the Finance Department was appointed only in 1843. From 1810 to 1816 it remained under the charge of the Secretary of Public Department, from 1816 to 1830 under the Secretary of the Territorial Department, and from 1830 to 1843 under the Secretary of the General Department. In 1879 the Finance Department was re-designated as the Department of Finance and Commerce which designation continued up to 1905 when it was renamed as the Department of Finance. With the constitutional changes brought about by the Government of India Act, 1919, the Finance Department was organised into seven Branches, viz., General Finance, Revenue, Currency and Banking, Salaries and Allowances, Civil Accounts, Army Finance and Military Accounts. The Auditor-General was assigned a statutory status. Though the Finance Department was given a measure of control over the Indian
128 NSOU CC-PA-03 NSOU CC-PA-03 129 finances, yet the Secretary of State for India had full power to exercise control over the entire revenue and expenditure of the Government of India. He was assisted at the India Office by a full-fledged Finance Department. The Haldane Committee (1918) has very well explained the pivotal position of the finance ministry vis-a-vis other state departments in the words, "The Department of Finance must necessarily have an exceptional position among all the State Departments. The service which it has to perform- that of supervising and controlling all operations of Government in so far as they affect the financial position... involves not only the direct administration of taxation and other branches of revenue but also the control of all forms of expenditure." The Government of India Act, 1935, did not relax the control of the Secretary of State over Indian financial matters. The Act also increased the powers of the provincial governments. The powers of the Finance Depart-ment were greatly restricted. On the attainment of Independence, the office of the Secretary of State for India was abolished. In 1947 the Department of

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Finance was now designated as the Ministry of Finance. It was organised into three wings, viz., Expenditure, Economic Affairs and Revenue. In 1949 it was organised into two Departments of Revenue and Expenditure and of Economic Affairs. In 1955 it was reorganized into four Departments: (i) Department of Economic Affairs. (ii) Department of Revenue; (

iii) Department of Expenditure; (
iv) Department of Company Law Administration. In September, 1963, a new Department of Co-ordination was added to the Finance Ministry. In November, 1964, the Department of Company Affairs and Insurance was set up which took over the work relating to 'Company Law Administration'. In January, 1966, the Department of Company Affairs and Insurance was abolished. In June, 1967, the Department of Coordination was abolished. Now there remained only three Departments under the Ministry of Finance, viz., the Department of Revenue and Insurance, Department of Expenditure and the Department of Economic Affairs. In August, 1969, a Department of Banking was added in the Ministry of Finance. 2.3 Ministry of Finance : The Organizational Structure The Ministry of Finance is under the charge of a Minister

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of Cabinet rank. He is assisted by two Ministers of State. The Ministry of

Finance at present is organised into the following three departments :
130 NSOU CC-PA-03 NSOU CC-PA-03 131 1. Department of Revenue : This Department is responsible for all matters relating to Central Board of Revenue, Customs, Income Tax, Central Excise, Sales Tax, Insurance, Opium, and

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Stamp Duties on bills of exchange, cheques, promissory notes, bills of lading, letters of credit, policies of insurance, transfer of shares, debentures,

proxies and receipts, and Foreign Exchange. It also advises the Government on fiscal matters, reviews tax structure, examines fresh proposals of taxation, pro¬motes legislation for the modification of tax laws and administers Gold Control regulations. Through the tax laws and their administration the Department of Revenue strives to attain three objectives to build an atmosphere of mutual

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trust between the tax collector and the tax payer and to give incentives by suitable legislation in furtherance of socio-economic policies of the Government.

In respect of revenue matters, the Department is assisted by

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two statutory Boards viz., the Central Board of Direct Taxes, and the Central Board of Excise and Customs.

The chairman of
the Board holds ex-officio status of Additional Secretary and other members of ex- officio Joint Secretaries to the Government of India. The Department has brought under it seven attached offices and a large number of subordinate offices. The attached offices are : Department of Insurance, Shimla; Enforcement Directorate, New Delhi; Directorate of Inspection, New Delhi; Directorate of Inspection (Income Tax), New Delhi; Directorate of Inspection (Income Tax), Investigation Wing, New Delhi; Directorate of Inspection (Customs and Central Excise), New Delhi; Directorate of Intelligence, New Delhi. The subordinate offices are: Offices of Collectors of Customs, Bombay, Calcutta, Madras, Visakhapatnam and Kandla; Offices of the Collectors of Central Excise, Bombay, Calcutta, Madras, Bangalore, New Delhi, Shillong, Hyderabad, Allahabad, Baroda, Patna, Poona, Nagpur, Cochin, Kanpur, Panjim and Pondicherry; Statistics and Intelligence Branch; Central Revenues Control Laboratory; Office of the Narcotics Commissioner. The Department looks after all the affairs relating to Insurance and for this purpose the Life Insurance Corporation has been set up. 2. Department of Expenditure : This Department is responsible for financial rules and regulations, delegation of financial powers, financial sanctions relating to all Ministries and offices of the Government of India, advice to Ministries and government undertakings on Cost Account matters, expenditure proposals relating to the Delhi Administration, Indian Audit and Accounts Department, Defence Accounts Department, Local Taxation, State Finance, Capital Budget, Planning and Development Finance.

130 NSOU CC-PA-03 NSOU CC-PA-03 131 The Department consists of following Divisions: (a) Establishment Division. (b) Civil Expenditure Division. (c) Defence Division. (d) Staff Inspection Unit (e) Cost Accounts Wing. (f) Plan Finance Division. (a) Establishment Division : Establishment Division is responsible mainly for the administration of the various financial rules and regulations including those relating to the conditions of service of the Central government employees, administrative matters relating to the Indian Audit and Accounts Department, financial work relating to the Department of the Ministry of Finance and administration of the Department of Expenditure. The Head of this Division is also in-charge of the Staff-Inspection Unit. (b) Civil Expenditure Division : There are ten Divisions each headed by an Additional Secretary or a Joint Secretary.In addition to rendering financial advice to the Ministries/De-partments of the Government of India, officers of these Divisions also function as financial representatives of Government on Board of Directors of various public sector undertakings and on the governing bodies of autonomous organizations which receive substantial financial assistance from Government. (c) Defence Division : The Division is constituted with the Financial Adviser at the head assisted by four Additional Financial Advisers and a number of Deputy Financial Advisers attached to the various Principal Staff Officers of the Army, the Chief of Naval Staff, the Chief of the Air Staff and the Director General of Ordnance Factories. This Division renders financial advice to the Defence Headquarters, the Defence Ministry and to the officers directly subordinate to the Ministry. The Financial Adviser (Defence) is also a Member of the Board of the Border Roads Development. The Division is responsible for scrutiny, sanction and accounting of

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the expenditure of the Defence Ministry. The Financial Adviser is also responsible for the internal audit, correct accounting and compilation of the Defence receipts and expenditure through the Controller

General of Defence Accounts.
132 NSOU CC-PA-03 NSOU CC-PA-03 133 (d) Staff Inspection Unit : The function of the Staff Inspection Unit is to keep the staffing position in Ministries/Offices under the Government of India under constant review in ac-cordance with pre-determined programmes of work measurement studies. The Unit also undertakes ad-hoc reviews, by special request, of Ministries/ Offices not included in the programme as well as of the public sector undertakings. The other aspects of work study, such as procedures and methods simplification, etc., are the responsibility of the Department of Administrative Reforms under the Ministry of Home Affairs. (e) Cost Accounts Wing : It deals with all cost accounting work arising in the various departments. It also undertakes, on request, cost and economic studies and investigations into accounts of both private and public sector undertakings. (f) Plan Finance Division: It deals with State plans for economic development. It advises on proposals of states for investment in industrial enterprises, irrigation, power and flood control projects. It is also associated with the scrutiny of proposals of Central Ministries for large projects involving heavy capital outlays. 3. Department of Economic Affairs :

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The Department of Economic Affairs of the Ministry of Finance,

headed by a Secretary, is one of the most important Departments of the Ministry. It monitors the economic trends in the country

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and advises the Government on all matters pertaining to internal and external economic management including the working of commercial banks, investment regulations, external assistance

to term-lending institutions. It prepares the Government's Budget, makes periodic assessments of foreign exchange needs and resources and takes necessary steps to mobilize and allocate resources, both internal and external, in keeping with the country's Plans and development needs. The Department is also responsible for policies regarding currency, banking, financial corporations and foreign exchange, including private foreign investments. Control over capital issues is also under the administrative charge of the Department. Recently, the work relating to the administration of Securities Contracts (Regulation) Act, 1956, and regulation of stock exchanges has been transferred to this Department. The Department of Economic Affairs has the following Divisions : (a) Budget Division. (b) External Finance and Foreign Aid Division.
132 NSOU CC-PA-03 NSOU CC-PA-03 133 (c) Internal Finance Division. (d) Economic Division. (e) Administration Division. (a) Budget Division : This is one of the most important Divisions in whole of the Ministry of Finance. It prepares the Central Government's Annual Budget (other than that for Railways) and Supplementary and Excess Grants for presentation to Parliament. It deals with questions of Public Debt-market loans, small savings schemes, the Compulsory Deposit Scheme and other investments in Government securities. It also looks after the way and means position of the Central and State Governments and their market borrowings and administers the Contingency Fund of India and deals with the implementation of the recommendations of the Finance Commission and matters of audit and accounting. The fixation of rates of interest on loans given by the Central Government, the administration of the Central Treasury Rules and the submission of reports of the Comptroller and Auditor-General to Parliament are also handled by the Division. The Division is in overall charge of the National Savings Organisation. (b) External Finance and Foreign Aid Division : This Division is concerned with all matters relating to foreign exchange including exchange control, foreign investments and economic, financial and technical assistance received by India or rendered by her to foreign countries. All proposals in regard to trade and payments agreements with foreign countries as well as broader questions of policy in regard to foreign trade are examined in this Division. (c) Internal Finance Division : This Division deals with all matters connected with currency and coinage, banking, industrial finance and control of capital issues. It is also responsible for the administration of Mints, Assay Offices, the Silver Refinery Project, the India Security Press, the Security Paper Mill Project, and the Kolar Gold Mining Undertakings. (d) Economic Division : The Economic Division advises the Department on questions of economic policy. It's important functions include analysis of events of economic importance and research and study on economic problems. The Economic Survey, the Economic Classification of the
134 NSOU CC-PA-03 NSOU CC-PA-03 135 Central Budget and the Pocket Book of Economic Information are prepared annually. The Division also prepares briefs on economic matters for consultation with the International Bank for Reconstruction and Development and the International Monetary Fund and for the Indian Delegations to the United Nations General Assembly, the Economic and Social Council Economic Commission for Asia and Far East, Colombo Plan and other International Conferences. The work of the Division is organized under five units: (i) Internal Economics. (ii) International Economics. (iii) Public Finance and Planning. (iv) Tax Research. (v) Briefing. (i) Internal Economics Unit keeps under constant review developments in the money, capital and commodity markets. Trends in agricultural and industrial production, stocks, prices, controls, money supply, bank advances, etc. are reviewed periodically. (ii) International Economics Unit reviews trends in balance of trade, foreign aid, foreign exchange resources and economic developments in other countries. (iii) Public Finance and Planning Unit looks after the analysis and consolidation of Central and State Budgets, the reclassification of transactions of Government and their departmental and non-departmental undertakings, review of budgetary trends and assessment of resources for the Plan. (iv) Tax Research Unit works in close collaboration with

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the Central Board of direct Taxes the Central Board of Excise and Customs, the

Finance Department of State Governments, the Planning Commission, the Central Statistical Organisation and other Divisions of the Department. (v) Briefing Unit prepares briefs and submits material on financial and economic questions relating to India's participation in the United Nations and Allied Organizations. (e) Administration Division : This Division looks after the administrative matters of the Department. The work relating to the Administration

134 NSOU CC-PA-03 NSOU CC-PA-03 135 of grants for the Indian Institute of public Administration, the National Council for Applied Economic Research and the Indian Economic Association is also looked after by this Division. In the field the work relating to expenditure is carried by a regular hierarchy of administrative officer called drawing disbursing officer and controlling officers. Each of them invested with competence to sanction expenditure up to a prescribe limit specified by financial rules. In 1985 a new agency the Economics Bureau was established under
charge of a direct general

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who is of the rank of additional secretary to the Government of India.

The
Bureau coordinates and strengthens the activities of

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intelligence, investigation and enforcement agencies' dealing with economic offences and the enforcement of economic laws. 2.4 Ministry of Finance :

Functions The Ministry of Finance is responsible for the following functions: • The administration of the finances of the Central Government and dealing with financial matters affecting the country as a whole like inflation and recession. • Raising the necessary revenues for carrying on the administration and regulating the taxation and borrowing policies of the Government. • The administration of problems relating to banking and currency, and in consultation with the Ministries concerned arranging for the proper utilization of the country's foreign exchange resources. • Controlling the entire expenditure of the Government in co-operation with the Administrative Ministries and departments concerned. These functions of the Finance Ministry reveal that it is a very powerful organ of the Government of India. Hence its political head happens to be a senior minister in the govern-ment who is known for unimpeachable integrity and maintenance of financial meticulousness. The Department of Economic Affairs is the nodal agency of the Union Government to formulate and monitor country's economic policies and programmes having a bearing on domestic and international aspects of economic management. A principal responsibility of this Department is the preparation and presentation of the Union Budget to the parliament and budget for the state Governments under President's Rule and union territory administrations. Other main functions include:
136 NSOU CC-PA-03 NSOU CC-PA-03 137 The Department of Expenditure is the nodal Department for overseeing the public financial management system (PFMS) in the Central Government and matters connected with the finances. The principal activities of the Department include pre-sanction appraisal of major schemes/projects (both Plan and non-Plan expenditure), handling the bulk of the Central budgetary resources transferred to States, implementation of the recommendations of the Finance and Central Pay Commissions, overseeing the expenditure management in the Central Ministries/ Departments through the interface with the Financial Advisors and the administration of the Financial Rules / Regulations /Orders through monitoring of Audit comments/ observations, preparation of Central Government Accounts, managing the financial aspects of personnel management in the Central Government, assisting Central Ministries/Departments in controlling the costs and prices of public services, assisting organisational re-engineering through review of staffing patterns and O&M studies and reviewing systems and procedures to optimize outputs and outcomes of public expenditure. The Department is also coordinating matters concerning the Ministry of Finance including Parliament-related work of the Ministry. The Department has under its administrative control the National Institute of Financial Management (NIFM), Faridabad. The Foreign Investment Promotion Board (FIPB), housed in the Department of Economic Affairs, Ministry of Finance, was an inter-ministerial body, responsible for processing of FDI proposals and making recommendations for Government approval. FIPB is now abolished as announced by Finance Minister Arun Jaitley during 2017- 2018 budget speech in Lok Sabha. The Department of Revenue functions under the overall direction and control of the Secretary (Revenue). It exercises

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control in respect of matters relating to all the Direct and Indirect Union Taxes through two statutory Boards namely, the Central Board of Direct Taxes (

CBDT) and the Central Board of Indirect Taxes and Customs (CBIC). Each Board is headed by a Chairman who is also ex officio Special Secretary to the Government of India (Secretary level). Matters relating to the levy and collection of all Direct taxes are looked after by the CBDT whereas those relating to levy and collection of Customs and Central Excise duties and other Indirect taxes fall within the purview of the CBIC. The two Boards were constituted under the Central Board of Revenue Act, 1963. At present, the CBDT has six Members and the CBIC has five Members. The Members are also ex officio Secretaries to the Government of India. Members of CBDT are as follows:
136 NSOU CC-PA-03 NSOU CC-PA-03 137 1. Member (Income Tax) 2. Member (Legislation and Computerisation) 3. Member (Revenue) 4. Member (Personnel & Vigilance) 5. Member (Investigation) 6. Member (Audit & Judicial) 7. The Department of Financial Services covers Banks, Insurance and Financial Services provided by various government agencies and private corporations. It also covers pension reforms and Industrial Finance and Micro, Small and Medium Enterprise. It started the Pradhan Mantri Jan Dhan Yojana. 8. PFRDA, Pension Fund Regulatory and Development Authority (PFRDA) is a statutory body which also works under this department The Department of Disinvestment has been renamed as Department of Investment and Public Asset Management or 'DIPAM', a decision aimed at the proper management of Centre's investments in equity including its disinvestment in central public sector undertakings. Finance Minister Arun Jaitley had announced the renaming of the Department of Disinvestment in his budget speech for 2016-17. Initially set up as an independent ministry (The Ministry of Disinvestment) in December 1999, the Department of Disinvestments came into existence in May 2004 when the ministry was turned into a department of the Ministry of Finance. The department took up all the functions of the erstwhile ministry which broadly was responsible for a systematic policy approach to disinvestment and privatisation of Public Sector Units. The institution of Financial Adviser holds an unique position in the functioning of Government of India. The role of Financial Adviser is now akin to the Chief Financial Officer in a corporate structure with specific responsibilities for ensuring fiscal prudence and sound financial management. Budget formation, Outcome Budget, Performance Budget, Fiscal Responsibility and Budget Management related tasks, Expenditure and Cash Management, Project/programme formulation, appraisal, monitoring and evaluation, Screening of proposals, Leveraging of non-Budgetary Resources for Sectoral Development, Non-Tax Receipts, Tax Expenditure, Monitoring of Assets and Liabilities, Accounts and Audit, Procurement and Contacts, Financial Management Systems, Nominee Director on Board of Public Sector Undertaking, Use of Technology are the major tasks entrusted upon the Financial Adviser. In addition
138 NSOU CC-PA-03 NSOU CC-PA-03 139 they are also required to prepare Annual Finance Report. The scheme of Integrated Financial Adviser, the Financial Adviser will be responsible both to the administrative and financial ministry. 2.5 Conclusion The Ministry of Finance is the cornerstone of the economic development, direction of economic resource distribution and the prosperity of the country. The Ministry of Finance has a very complex organizational structure in tune with the broad range of functions it has to perform dealing with the nitty-gritty's of management of economy and economic services from the centre to the local level of Indian administrative set up. The Ministry of Finance is solely responsible for any new economic policies like demonetisation and its effects on Indian economy and society. 2.6 Summary • Finance Department is responsible for Financial Administration of both Central and State Government. • The primary function of Finance Ministry is to bear the responsibility economic and financial matter. • Finance Ministry works in a Federal Structure, where the financial affairs are maintained through decentralized structure. • Central Finance Ministry carries the responsibility of regulating the expenditure of the Central Government. • In reality Finance Ministry is a 'spending' unit, rather than a controlling unit of impure expenditure. 2.7 Glossary • Budget : Statement of yearly Expenditure and Income of the State • Revenue : The fund primarily created by the payment of Indirect taxes. • PFMS : Public Finance Management System. • Grants : Financial assistence given by the Central Government to the State Government. • CBIT : Central Board of Income Tax' • CBIC : Central Board of Indirect Taxes and custom.

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138 NSOU CC-PA-03 NSOU CC-PA-03 139 2.8 Model Questions • Analyse the organizational structure of Ministry of Finance. • Explain the various functions of Ministry of Finance. • How many Divisions are there in the Finance Ministry? Discuss the function and utility of any two of the Divisions. • Elaborate the evolution of Ministry of Finance in India. • Analyse the importance of economic and administrative division of Ministry of Finance.. • Explain the utility of CBIT and CBIC. • Point out the functions of Department of Revenue. • Write a note on Financial Adviser. • Write a short not on the evolution of Finance Ministry from Finance Department. 2.9 References Annual Report, Ministry of Finance, Government of India, New Delhi

140 NSOU CC-PA-03 NSOU CC-PA-03 141 140 Unit - 3 ? Ministry of External Affairs Structure 3.0 Objectives 3.1 Introduction 3.2 Ministry of External Affairs : Evolution 3.3 Ministry of External Affairs : Organizational Structure 3.4 Ministry of External Affairs : Functions 3.5 Conclusion 3.6 Summary 3.7 Glossary 3.8 Model Questions 3.9 References 3.0 Objectives • Evolution of External Affairs Ministry. • Role of External Affairs Ministry in Foreign policy making. • Commonwealth Relation Department, and its present position. • Organizational status of External Affair Ministry in the Cabinet. • Role of Foreign Secretary. • Function of Foreign Secretary in the Cabinet, as well as with Foreign Nations. 3.1 Introduction Traditionally, in Governance system Ministry of External Affairs consider as constellation of any sovereign state. Thus the emergence of this department or Ministry or part of Government, is as old as the first initiation of the issue of Governance in the history. Traditional practice of all Governments are to maintain the portfolio, more or less secretly to other foreign governments. But the soverreignty of any country largely depends on the successful performance of the Ministry and its department. So the Minister carries a special position in the Cabinet and also to other members of the Parliament. The main function of this department is to play the key role in

140 NSOU CC-PA-03 NSOU CC-PA-03 141 maintaining relation with foreign countries. This generally conducted secretly or unilaterally with any particular State or bilaterally or multilaterraly with more than one or two countries, or number of countries. The technique of maintaining relation depends primarily upon the national interest. The second consideration is determined on the basis of global situation. During the regime of East India Company, this part used to act as a secret department of the 'Supreme Government'. In 1783 the Foreign Department was first set up to take up this function. India after her independence in 1947, the debut of this Ministry happened. Prior to 1947, there were two departments: the External Affair Department and the Commonwealth Relation Department. After independence, these two departments merged to form a new Department. The name of that Department became 'Department of External Affairs and Commonwealth Relation'. Later in 1949, appendage portion: "Commonwealth Relation" was dropped, and it got a new nomenclature : External Affairs". 3.2 Ministry of External Affairs : Evolution Ministry of External Affairs (MEA) is the primary institution of Foreign Policy Decision Making in India. It is one of the oldest and important departments of Government and primarily responsible to look after the matters related to external affairs of the country. Since its formation, it has been successfully dealing with spectrum of activities related to foreign affairs of India. Though a variety of agencies and actors have been involved in Foreign Policy decision making process, it is the MEA which takes the final call on any of the issues and determine the course of Foreign Policy officially. Besides decision making, the Ministry of External affairs also plays a significant role in information gathering, processing and analyzing through its foreign missions for effective policy making. The ministry issues passports, gives consular services to Indian citizens visiting abroad and ensures their safety and security. It is also responsible for the issuance of visas to foreign tourists visiting India. Above all, the ministry plays a larger role in the planning and formulation of Indian's foreign policy. The ministry manages and coordinates the efforts of other stake holder of foreignpolicy decision making and channelizes their efforts to materialise India's foreign policy objects. The present Ministry of External Affairs, at its earlier form was established by the British East India Company on the year 1783 to handle the company's emerging foreign relations with South Asia, Southeast Asia and Frontier Nations

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142 NSOU CC-PA-03 NSOU CC-PA-03 143 (Persia, Afghanistan and Tibet). Until 1833, the agency was handling both Internal and external administration of these nations for the East India Company. However, the Charter Act of 1833 has segregated the internal and external matters for the first time by setting up four different departments under the Secretariat of the Government of India. Following the act, a separate 'Foreign Department' has been established and three different branches namely, Political, Foreign and Secret Branch have been attached to it. In the year 1859, when the portfolio system was introduced, the members of Executive Council of the Governor General of India were authorized to lead these departments. Since the Foreign Department is considered very important, it remains under the supervision of the Governor General himself. Following the administrative reforms in 1914, the Secret Branch' was taken away from the Foreign Department' and the department was renamed as Foreign and Political Department'. The new department had two branches, the Political Branch' and the Foreign Branch' headed by two separate secretaries. While the Political Branch was assigned to look after the matter related to Princely States and other such administrative areas outside British India, the Foreign Branch was put in charge to deal with the issues arising from the frontiers States. The expansion of the British Frontiers and the increasing administrative burden forced the British India Government to separate the two branches. As a result, the parental department was dismantled in the year 1937and two different departments namely, Political Department and the External Affairs Department'were created. Though the new department was created to oversee all matters of foreign affairs, some of the related subjects remained outside its preview. The matter of Overseas Indians Affair for instance, was first attached to the Education Department' and later placed under the Composite Department of Education, Health and Lands'. Subsequently, the Division of Overseas Indians was transformed into a new department called Commonwealth Relations Department and assigned with additional task to manage British India's external relations with Burma (the present Myanmar), Ceylon (Sri Lanka) and Malaysia, as well as to handle British High Commission at South Africa and Australia. Similarly, the Indian High Commission at London was brought under the control of Department of Commerce andauthorized to deal with the matters related to India's international trade. Until 1947, India's foreign relations were taken care by the two corresponding departments: Department of External Affairs and Departments of Common wealth Relations. While the former was authorized to take care of India's overall external relations, the latter was set up to manage India's relations with Commonwealth Countries. This parallel system of 142 NSOU CC-PA-03 NSOU CC-PA-03 143 external relations was creating unnecessary confusion and quarrels among the policy makers and caused unnecessary bureaucratic delay in the planning and execution of foreign policy. Hence, the two departments were merged together in the year 1947 and renamed as Department of External Affairs and Commonwealth Relations'. In 1948, the External Publicity Division'was taken away from the Ministry of Information and Broadcasting (MIB) and attached with the Ministry of External Affairs for optimum result. The ministry was again renamed as Ministry of External Affairs by dropping the appendage Commonwealth Relations. Since then the ministry has never undergone under any major structural change, though some new divisions have been created with the expansion of its functions. 3.3 Ministry of External Affairs : Organizational Structure Being one of the important portfolios, the Ministry of External Affairs is led by one of the senior and experienced Cabinet Ministers along with one or two Ministers of State (MoS) or Deputy Ministers to assist him. Presently, the Ministry is headed by a Cabinet Minister besides two Ministers of State. As the supreme head of the ministry, Minister for External Affairs is authorized to conduct and coordinate all the works of the ministry, whereas, the junior ministers are put in charge to look after some administrative and divisional works. From independence to 1964, except a brief break in 1952, the Secretary General used to be the administrative head of the ministry. He happened to be the prime advisor to the Prime Minister Nehru, who was also leading the Ministry of External Affairs, in the decision making on foreign affairs. To assist him the foreign secretary and two other secretaries were appointed and assigned with different works. During Nehru period the Secretary General was the supreme authority of the administrative activities and all major administrative and policy making activities functioned under his command. In the year 1964 when Shastri became the Prime Minister, Sardar Swaran Singh was appointed as the full time Foreign Minister. With the appointment of full time Foreign Minister, the task of the policy making was transferred to the Foreign Minister and the burden of the Secretary General was drastically reduced. Therefore, the post was abolished and the Foreign Secretary was assigned to lead the administrative work of the ministry. Since then, the MEA continued to be led by Foreign Minister and Foreign secretary and the system is still in practice today. At Present 129, including Foreign Secretary, the ministry consists of eight secretaries namely, Secretary (East), Secretary (Special Assignment), Secretary (DPA & ER), Secretary (West), Special Secretary (Americas & CPV). Below the Secretaries, there are five Additional

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144 NSOU CC-PA-03 NSOU CC-PA-03 145 Secretaries namely, Additional Secretaries (IO), Additional Secretaries (AD), Additional Secretaries (FA), Additional Secretaries, (Pr Chief Controller of Accounts), and Additional Secretaries (L&T), Under the Additional Secretary, numerous Joint Secretaries Directors and Deputy Secretaries, and other administrative staffs have been appointed to assist them in various administrative works: The ministry is also divided into several administrative divisions, which is broadly Classified into two categories, (i) the Specialized and Support Divisions and (ii) the Territorial Divisions. Each of the Division has been assigned to look after the issues related to their respective Jurisdiction and the Foreign Secretary coordinates these divisions and oversees the functions of the ministry. Specialized and Support Divisions of MEA 1. Administration 2. A & RM Division 3. Bureau of Security 4. Boundary Cell 5. Office of the Principal Chief Controller ofAccounts 6. Central Registry 7. Cypher, NGO, Vigilance & InspectionDivision 8. Coordiantion Division 9. Complaints Committee of MEA against Sexual Harassment 10. Counter Terrorism Cell 11. Consular Passport, Visa Division 12. Development Partnership Administration 13. Disarmament & International SecurityAffairs Division 14. E-Governance & IT Division 15. Energy Security Division 16. Establishment 17. External Publicity Division 18. Finance Division 19. Foreign Service Institute 20. Haj Cell

144 NSOU CC-PA-03 NSOU CC-PA-03 145 21. Investment, Technology, Promotion Division 22. Legal & Treaties Division 23. MEA Library 24. Multilateral Economic Relations Division 25. Nalanda Division8. Coordination Division 26. Parliament& VIP Division 27. Public Diplomacy Division 28. Policy Planning & Research Division 29. Projects Division 30. Protocol Division 31. Right to Information Division RTI 32. SAARC Division 33. Special Kuwait Cell 34. UN Economic & Social Division 35. United Nations Political Division 36. Welfare Division Besides the administrative divisions, the Ministry of external affairs also consists of several territorial divisions led by specialized officers and these divisions are responsible to analyse and report the significant political developments of these regions to the government. Moreover, these divisions also coordinate and oversee India's external relation with its respective regions. Territorial Division of MEA 1 Americas Division 2 ASEAN Multilateral Division 3 Bangladesh, Sri Lanka, Maldives Division 4 Central Europe Division 5 East Asia Division 6 East & Southern Africa Division 7 Eurasia Division 8 Europe West Division 9 Gulf Division 10 Latin America & Caribbean Division

146 NSOU CC-PA-03 NSOU CC-PA-03 147 11 Northern (Nepal, Bhutan) Division 12 Pakistan, Afghanistan & Iran Division 13 Southern Division 14 Western Africa Division 15 West Asia & North Africa Division Apart from the above divisions, the MEA is also supported by a large number of Foreign Missions and Posts extended across the globe. The missions are led by Ambassadors and High Commissioners, who work under the control of Ministry of External Affairs. These missions are generally situated at the capital of the respective country and in most of the cases maintain several consulates at different parts of the country. The Consulate General normally heads the consulate supported by a large number of supporting staff. 3.4 Ministry of External Affairs : Functions With the emergence of India as one of the aspiring global power and transformation of Indian economy, the role and function of MEA has been multiplied gradually. To deal with these emerging challenges, the role and function of the ministry has undergone numerous changes to facilitate India's emerging role in the international sphere. Like any other foreign office, the prime function of MEA is to plan, formulate and manage India's external relations with other nations as well as protect and promote India's national interest at the global stage. Besides, the ministry is also responsible to setup and manage India's foreign missions and diplomatic institutions and extend consular activities to Indian and foreign nationals. Similarly, matters related to India's representatives at UN and other specialized agencies, Issues and cancellation passports and visas and protection of Indian nationals and institutions abode also come under the jurisdiction of MEA. The ministry receives reports from its foreign missions and gives the necessary inputs to the government during the Foreign Policy making. Since the attachment of External Publicity Division (XP) to the MEA, in 1948, the ministry also is responsible to publicise India's positive image among world communities. The detail functions of the MEA have been stated below: Planning and Formulation of Foreign Policy : Until 1663 there was no such dedicated foreign policy planning section in India under the Ministry of External Affairs. After the military disaster of 1962 war, the East Asia Research and Coordination Division was created in 1963 to conduct research and planning on China, which was later institutionalised as the Current Research Division in 1965.

146 NSOU CC-PA-03 NSOU CC-PA-03 147 Since then, the Policy Planning and Research Division (as it is called now) is engaged in planning and formulation of India's foreign and strategic policy. Managing India's External Relations : The prime and foremost duty of MEA is to manage India's External Relations with foreign States and international entity, such as United Nations, regional and international institutions and transnational actors. It selects and sends Indian representatives to these international entities to conduct India's external policy with the respective institutions and to report the political developments of the region. Besides, it also takes necessary steps to maintain good relations with States which have signed Special Treaty with India like Bhutan, and Nepal and handles the issues related to France and Portugal over their former colonies Pondicherry, Goa, Daman and Diu. Diplomatic and Consular Activities : The ministry is responsible to setup and manage India's foreign missions, posts and consulates abroad and appoints India's representatives to run these missions. Using these diplomatic channels it reaches out to foreign states and conveys India's positions and concerns on significant international events. Through these missions, it provides necessary information and guidance to Indian and foreign nationals. Likewise, all matters related to the power, privileges and functioning of Indian and foreign representatives, diplomats and U.N. Officials also come under the supervision of MEA. In case of necessity, the ministry can give or deny clearance to any non-scheduled chartered flights of foreign diplomats. Matters related to VISA, Immigration and Pilgrims : Besides managing India's external relations, MEA is also responsible for the issuance and cancelation of Passports to the Indian nationals and granting visas and travel documents to the foreign visitors. Apart from immigration, the MEA facilitates travel arrangements for traders and pilgrims from India to holly places outside India such as, Tibet and Pakistan and vice versa. The Ministry manages the administration of Port Haj Committee Act, 1959 and the Indian Pilgrim Ship Rules, 1933,

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and Pilgrim parties from India to Shrines in Pakistan and vice versa.

Management of India's Foreign Assistance Programme : Economic aid and foreign developmental assistance has been the important tool of foreign policy. Despite being a developing country, India has been running a foreign aid programme since 1960s and its aid budget has been continuously increasing since the economic reforms period that started in 1991.. In addition, grants of Scholarship to foreign students, excluding scholarship to Non-Resident Indians NRIs) and Political pensions paid to foreign refugees and descendants of those who rendered services abroad also come under the functions of MEA.

148 NSOU CC-PA-03 NSOU CC-PA-03 149 Matters of Detention and Extradition : The trend of international crime has been constantly upward since the rise of globalization. Often, criminals migrate to other countries to escape from the legal action and prosecution. Being situated in the present epicentre of terrorism, India is one of the uncommon victims of international crimes such as terrorism. To curb the menace of transnational crime, the Ministry of External Affairs has been authorized to initiate the diplomatic negotiations with other states for the Detention and Extradition of criminals and accused persons from India to foreign and Commonwealth countries and vice versa. The ministry also deals with the general administration of the Extradition Act, 1962 and handles matters related to preventive detention in India for reasons of States connected with External and Commonwealth affairs. Matter Related to United Nations : The coordination and implementation of all matter related to United Nations, Specialized Agencies and other International Organisations is also one of the primary responsibilities of Ministry of External Affairs. It sends the Indian representatives to the UN and to the specialized agencies and presents India's voice at the international forum. It also takes steps to Implement the reporting obligations, in coordination with the concerned Ministries, required under the United Nations and international conventions, to which India is a State party, including the protection of Human Rights. Matter Related to Indian Foreign Services : Being the primary institution for conducting Foreign Policy, the Ministry of ExternalAffairs is also responsible to manage all matter related to Indian Foreign Service (IFS) including Indian Foreign Service Board. It also deals with issues associated with theappointment and regulation of diplomats and other foreign officers working under the ministry and the management of Foreign Service Training Institute (FPI). External Publicity and Cultural Activities : External publicity has been one of the important elements contemporary to international politics. Looking at the importance of the External Publicity, the External Publicity (XP) Division was set up and subsequently attached to the MEA in the year 1948. The ministry also setup the Public Diplomacy Division in 2006 to update the policy decision of the Indian foreign policy on daily basis and to reach out to the scholars, thinks tanks, and media through its outreach activities. Similarly, the Indian Council for Cultural Relations (ICCR) was also set up in 1950 to promote India's cultural heritage abroad by organising a large number of exhibitions, conferences, seminars, cultural events and lecture-demonstrations abroad. With the help of these two divisions the MEA works to develop India's positive image abroad. 148 NSOU CC-PA-03 NSOU CC-PA-03 149 Matter Related to Sea and Land Borders : It is the responsibility of the ministry to administer the matters related to Law of the Sea, including the Indian Territorial Waters, Contiguous Zone, Continental Shelf and Exclusive Economic Zones (EEZ), questions of international law arising on the high seas including fishery rights; piracies and crimes committed on the High Seas or in the air, offences against the Law of Sovereign States committed on land or the High seas or in the air, legal matters concerning the International Seabed Area and Authority etc. Besides sea border, demarcation of the land frontiers of India and matter related to border raids and incidents also come under the jurisdiction of the MEA. Protocol and Ceremonial Functions : Along with all other administrative activities, the MEA is also responsible to facilitate the foreign visit of the Indian ministers, diplomats and official delegations and arranges to offer necessary protocols during the visit. The ministry also extends necessary protocols and conducts the ceremonial activities for foreign and Commonwealth Visitors and Diplomatic and Consular Representatives to India. It also deals with matters associated with the Hospitality Grant of the Government of India 3.5 Conclusion Development Partnership Administration (DPA) is an agency under the Ministry of External Affairs formed in 2013 to increase its strategic footprint and for the effective execution of projects with professionals from diverse backgrounds. India has an elaborate project portfolio in its neighbourhood, including Bhutan, Nepal, Afghanistan, Maldives, Sri Lanka, and Bangladesh, as well as Africa and Latin America.The Ministry of External Affairs spans a large organizational structure keeping in view its varied functions to ensure external goodwill, national security and national interest of India. 3.6 Summary • The prime responsibility of the Ministry is to maintain Indian relation with other foreign Contries. • It the duty of Ministry of External Afaairs is to uphold the National interest of India to other foreign Cuntries. • The guiding motor force of External Ministry is 'national Interest'. • Our first prime Minister Jawaharlal Nehru kept the responsibility of functioning the External affairs in his own hand.

150 NSOU CC-PA-03 NSOU CC-PA-03 151 • No other Prime Minister ever becomes the holder of the stake of External Affairs. • Foreign Secretary acts as head of the External Affairs Department. 3.7 Glossary • Territorial Division, made by Ministry of External Affairs. • External Affairs. 3.8 Model Questions • Analyse the organizational structure of MEA. • Explain the functions of MEA in detail. • Discuss in detail the role of Commonwealth Department. When it was merged with other department of Ministry of External Affairs. • Elaborate the evolution of MEA in India. • Analyse the importance of technical divisions of MEA. • How the External Affairs Ministry manage the affairs related with the United nations? • Point out the cultural and diplomatic functions of MEA. • Write a note on support divisions of MEA. • Write a note on Indian Foreign Service. 3.9 References • J. Bandyopadhaya, Making of India's Foreign Policy, 3rdEdn, (New Delhi: Allied Publishers, 2006) • Organisation and structure of Ministry of External Affairs, published under the official web sites of MEA.http://www.mea.gov.in/organisation- structure.htm (17 May 2013) •

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and Deep Publications, 2004)
151 150 NSOU CC-PA-03 NSOU CC-PA-03 151 Unit - 4 ? Finance Commission Structure 4.0 Objectives 4.1 Introduction 4.2 Finance Commission : Historical Background 4.3 Finance Commission and Constitutional Provision 4.4 Composition of 14th Finance Commission 4.5 Finance Commission : Function 4.6 Conclusion 4.7 Summary 4.8 Glossary 4.9 Model Questions 4.10 References 4.0 Objectives • Primary role of the Finance Commission is to reduce the horizontal and vertical difference between Central and State Government' • Background of formation of the Finance Commission. • Constitutional provisions for Finance Commission, • Importance of Article 280 of the Constitution for successful operation of Finance Commission. • Importance of Article 243(1) of the Indian Constitution, regarding theextention of functional pheriphery. • Report placed by the 14th. Finance Commassion. • Distribution of Income and Excise Duties. 4.1 Introduction India framed the structure of Finance Commission as per the world standard. The model of Finance Commission was first framed by British rulers during last part
152 NSOU CC-PA-03 NSOU CC-PA-03 153 of 1660. Their primary aim was to find out the way appropriation of large amount of wealth from India. Later in 1920, British ruler with the consent of British parliament framed a definite act for Finance Commission in the year 1920. British ruler had two specific purpose of framing the act of Finance Commission. First, to make a Finance Commision whose primary intention would be eliminate all kinds of probable business rivalries of other European Countries from India. Second, The intention of the act was to assure a prolong rule of British Monarch in Indian Subcontinent. Later after Independence Indian Government framed the act again in 1951. The act was known as "Finance Commission (Miscellanious Provision) Act 1951. Following matters were narrated in that act : (a) The qualification of Appointment; (b) Disqualification; (c) Terms of selection in the Commission; (d) Eligibility of Member; (e) Service condition of the Members; (f) Salaries; and (g) Power of the members of Finance Commission. 4.2 Finance Commission : Historical Background The Indian states like all other federations are

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also ridden by the problems of vertical and horizontal imbalances. Explaining vertical Imbalances result because states are assigned responsibilities and in the process of fulfilling those that they incur expenditures disproportionate to their sources of revenue,

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Dr. B.R. Ambedkar, the then law minister, established the finance commission

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of India. This is because the states are able to gauge the needs and concerns of their people more effectively and hence, are more efficient in addressing them. Factors like historical backgrounds, differences in resources endowments etc. lead to the widening horizontal imbalances. Thus, as he has enshrined in the constitution of India, the recognition of these two problems Dr. Ambedkar has made several provisions to bridge the gap of finance between the centre and the states. These includes various articles in the constitution like article 268, which facilitates levy of duties by the centre but equips the state to collect and retain the same. Similarly there are article 269, 270, 275, 282 and 293 all of which specify ways and means of sharing resources between union and states. Also Act 280 as a whole speak of finance commission.

The finance commission of India came into existence in 1951. It was established under Article 280 of the Indian constitution

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by the president of India. It was formed to define the financial relations between the centre and the state. The finance commission

Act of 1951 states

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the terms of qualification appointment and disqualification and term, digibility and powers of the finance commission. As per the constitution, the committee appointed every five 152 NSOU CC-PA-03 NSOU CC-PA-03 153 years and consists of a chairman and four others members.

Since the institution of the first finance commission, stack changes have occurred in the Indian economy causing changes in the microeconomic scenario. This has led to major changes in the finance commission recommendations over the years. Till date 14 finance commission have submitted their reports. The object of the Finance Commission as mentioned in the Article 280(3) 1 and 2 is to correct financial dis-equilibrium periodically through (1) obligatory sharing of income tax and agreeable sharing of union excise duties under Articles 270 and 272 of the Constitution. The Conlmission is empowered to recommend the distribution of assigned taxn under Article 269 of the constitution as well as the distribution of agreed taxes. 4.3 Finance Commission and Constitutional Provisions

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Article 280 (1) provides for the appointment by the president of a finance commission every five years, or earlier, if he consider it necessary. The commission consists of a chairman and four other members appointed by the President. Article 280 (2) provides that parliament is empowered to determine by law the requisite qualifications for appointment as members for the commission. Article 280 (3) provides for the functions of the commission, are to make recommendations to the President with regard to the following matters : • The distribution between the union and the state of the net proceeds of the taxes which are to be, or may be divided between them and the allocation of the respective shows of such proceeds. • The principles to govern the grants-in-aid of the revenues of the states out of the consolidated fund of India. • The measures needed to augment the state consolidated fund to supplement the resource of the Panchayats in the state on the basis of the recommendations made by the state finance commission. • The measures needed to augment the state consolidated fund to supplement the resources of the Municipalities in the state on the basis of the recommendations made by the state finance commissions. • Any other matter referred to it by the President in the interest of sound finance Article 280 (4) provides that commission is to determine its procedure and is to have such powers as parliament may by law confer on it. According to the finance commission act, it has all the powers of a civil court of summoning the witness, requiring production of any document, requiring any person to furnish information of any point which the commission regards as useful or relevant to any matter under its consideration. The finance commission can be characterised as the balance wheel of 154

NSOU CC-PA-03 NSOU CC-PA-03 155 the Indian Federal financial relationship between the centre

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and the states. Article 281 lays down that the president shall cause every recommendation made by the Finance commission together with an explanatory memorandum as to the action taken there on, to be laid before each house of Parliament. Article 243 (I) - State Finance Commission : This article provides for the establishment of a finance commission for reviewing financial position of the Panchayat. The governor of a state shall within one year from the commencement of the constitution (73rd Amendment) Act, 1992 and thereafter at the expiration of every fifth year, constitute a finance commission. The Legislature of the state may by law, provide for the composition of the commission, the qualification requisite for appointment of its members and the manner on which they shall be selected (Clause 1). It shall be the duty of the finance commission on the review the financial position of the Panchayats and to make recommendations to the Governor as to : The

measures needed to improve the financial position of the Panchayats.

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Any other matter referred to the finance commission by the Governor in the interest of sound finance of the

Panchayats The Legislature of a state may by law, provide for the composition of the commission, the qualifications which shall be requisite for appointment as members thereof and the manner in which they shall be selected (Clause 2). The commission shall determine their procedure and shall have such powers in the performance of their functions as the legislature of the state may, by law, confer on them (Clause 3). The Governor shall cause every recommendation made by the commission under this article

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together with an explanatory memorandum as to the action taken

thereon to be laid before the legislature of the state. (Clause 4). Qualification of the members :

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Chairman of the finance commission is selected among people who have had the experience of public affairs. The other four members are selected from people who : – are, or have been, or are qualified, as judge of High Court, or • Have knowledge of government finances or accounts. • Have had experience in administration and financial expertise, or, • Have special knowledge of economics.

Procedures and powers of the commissions : The commission has the power to determine their own procedures and

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Has all powers of the civil court as per the court of civil procedure, 1908. • Can summon and enforce the attendance of any witness or ask any person to deliver information or produce a document, which it derives relevant. Can ask for the production of any public record or document from any court or office.

Shall be deemed to be a civil court for purpose procedure, 1898. Disqualification from being a number of the commission : A member may be disqualified if : • He is mentally unsound. He is an un-discharged insolvent. • He has 154 NSOU CC-PA-03 NSOU CC-PA-03 155 been conducted of a moral offence. • His financial and other interest are such that it hinders smooth functioning of the commission. Term of office of members and eligibility for reappointment : Every member will be in office for the time period as specified in the order of the President but is eligible for reappointment provided he has, by means of a letter addressed to the president resigned by his office. Salaries and allowances of the members : The members of commission shall provide full-time or part-time service to the commission, as the president specified in his order. The members shall be paid salaries and allowances as per the provisions made by the central government. So far, 13 finance commissions have submitted their recommendation. More or less, all of them have been accepted by the union government. 4.4 Composition of 14th Finance Commission This commission was constituted in the year 2013 in the month of January. The implementation year is 2015-2020. The latest report that was submitted was on 24th February 2015. It is in two volumes. The first volumes in of 279 pages while the second volume is of2015 pages. Following are the Highlights of the Report of the 14th Finance Commission : • Devolution to states : States share in not proceeds from tax collection be 42 per cent a huge jump from 32 per cent recommended by the 13th Finance commission, and the largest change ever in the percentage of devolution. • Big Jump in tax share : Compared with 2014-2015, the total devolution to state in 2015-16 will increase over 45 per cent. • Resource transfer : Tax devolution be the primary route resource transfer to states. • NITI connect : The government has accepted the recommendation in view of the spirit of the National Institute for Transforming India. Grants should be distributed to states for local bodies on the basis of 2011 population data; the grants can be divided into two broad categories on the basis of rural and urban population - constituting gram panchayat and constituting municipal bodies.

156 NSOU CC-PA-03 NSOU CC-PA-03 157 • Types of grants : A basic grant and a performance grant. The ratio of basic grant to performance grant be 90:10, with respect to panchayats and 80:20 in case of municipalities. • Total grants : Rs. 2,87,436/- crore for a five year period from April 1, 2015 to March 3, 2020; of this Rs. 2,00,292.20 crore to be given to panchayats and Rs. 87,143.80 crore to municipalities. • Grant transfer : For 2015-16 transfers will be to the tune of Rs. 29,988 crore. • Disasters relief : The percentage share of states to continue as before and follow the current mechanism to the tune of Rs. 55,097 crore. After implementation of GST, disaster reliefwill be given according to the recommendations of the • Post devolution revenue deficit grants : A total of Rs. 1,94,821 crore an account of expenditure requirements of states tax devolution and revenue mobilisation capacity of the state. These will be given to states. • Declining of schemes : Eight centrally sponsored schemes (cesses) will be delinked from support from the centre, various ceses will now see a change in sharing pattern, with states sharing a higher fiscal responsibility. • Co-operative federalism : There are recommendation on co-operative federalism, GST fiscal consolidation road map, pricing of pubic utilities and PSU's too. 4.5 Finance Commission : Functions The finance commission regarded collection as sufficient test for distribution. The first finance commission states that it will be perfectly justifiable in our view to give a moderate weight in the scheme of distribution to the factor of contribution. But Lakdwala suggested a moderate weight for the same because of the core of incomes of local origin a moderate weight to collection would be justifiable, he third Finance commission6 supported in favour of contribution, industrial states have larger collection having problems of their own However, it was contended its support with an agreement The Fifth finance commission advanced a novel justification for the criteria of collection, instrument was while agricultural states could tax on agricultural income and fie revenue thereof was not shareable with the Catre the indusbial states need to be compensated on the accounts.
156 NSOU CC-PA-03 NSOU CC-PA-03 157 Distribution of Income tax : The Eleventh Finance Commissions so far appointed have adopted population collection cocktail formula in the distribution of income tax proceeds. criterion based on population. Almost all the Finance Commissions have preferred population - collection cocktail formula by giving different weightages to these two factors. The population factor played a dominant role in the distribution of income tax revenue to the States in almost all the Finance Commissions. The First Finance Commission laid down 80:20 as the weights to be given to population and collection, respectively. The Second Finance Commission took a more extreme position, and opined that the whole income tax divisible pool should be distributed on the basis of need according to Population. The Third Finance Commission reversed this decision partly because of the changed definition of the personal income - tax which did not now include my tax paid by companies but largely because it believed that industrialization and urbanization were financial liabilities not compensated by increased tax potential. The Chairman of the Finance Commission realized the wisdom of sticking to the old formulae as changing it even according to the personal whims of five eminent people was not salutary. This is a description of the wording of the earlier Finance Commission Two core criteria which have been used by previously finance commission for providing higher per capita devolution to lower per capita income states are distance and inverse income formula. In the case the 8th finance commission the combined weight given to their two criteria was 75 per cent. In the case of 9th finance commission the combined weight was 62.5 per cent for income tax and somewhat lower for union excise duties. The 10th finance commission had decided to use only one out of the two formula namely the distance formulae, descending the inverse income states have to the implicit conveniently in it. The middle income states have to bean a relatively higher burden of this adjustment. This position holds time even name may states have favored these formulae. Union Excise Duties : Under Article 272 of the Constitution, Union Excise duties may be divided between the Union and the States Parliament by law so provides. The Finance Commissions found it necessary to include sharing of such duties in varying degrees. The First Commission fixed the Share of the States at 40 percent of the net proceeds of duty on tobacco, matches and vegetable products. Gradually the number of articles considered for the Purpose of the divisible pool was increased to 36 and the Third Finance Commission fixed the share of the States at 20 percent. The Seventh Commission made the Population hverse of per capital State Domestic

158 NSOU CC-PA-03 NSOU CC-PA-03 159 Product. 0 Population below the poverty line and A formula of revenue equalization. The Eight Finance Commission raised the share of the States of 45 percent; 40 percent to be distributed among all the States and the reclaiming 5 percent to be distributed among those States which have deficits after taking into account their share from all taxes' and duties including their share in the 40 percent of the proceeds of excise duties. The Ninth Finance Commission also recommended that the share of the States in the proceeds of Union excise duties should be 45 percent. The Ninth Finance Commission recommended a separate formula for The distribution of State's share in Union excise duties. Commission and way contained by the ninth and tenth finance commission. The share kept aside for this purpose was also gradually increased. The eleventh finance commission no such criterion was adopted for the distribution of union excise duties. The percentage related to setting a part of a portion of the union excise duties for distribution to fivestates on the basis of 'assessed deficits'. Other Duties : Under Article 269 of the Constitution providing for the assignment of certain types of taxes levied and collected by the Union to be distributed among the States, Estate duty on property other than agricultural land has been levied since 1953. The distribution of the tax proceeds from the estate duty on non-agricultural property and the tax on passenger fares or the compensatory grant in lieu thereof was referred to the Second Third and Fourth Finance Commissions. In both these cases the question of the States share as a whole did not arise, as the entire net tax proceeds were to be distributed among the States. Each State should receive broadly the amounts which it would have raised if it had the power to levy and collect these taxes. The ideal principle could not be applied in the case of the movable property part of the estate the population basis was recommended in the case of immovable property, however, the proceeds were to be allotted among the States on the basis of the gross value of immovable property assessed within their section. Grants- in - aid in the Finance Commission : Grants specified under article 275 of the constitution are to bridge the States non- -plan budgetary gaps. The finance commissions has to try to measure the fiscal capacity and needs two of the states, with an aim to get fiscal equity, Grants provided under this article on the recommendations of the finance commissions. The first Finance Commission was in favour of enlarging the scope of these grants The tenth finance commission was specifically asked t6 consider the requirements of the states for upgradation in non-developmental sectors. It recommended upgradtion grants for those states that were assessed by it to be in pre-devolution deficit on revenue account. The sectors covered by it for these grants
158 NSOU CC-PA-03 NSOU CC-PA-03 159 were nondevelopmental as well as developmental. It also provided special problem grants to all the states.. 4.6 Conclusion The Finance Commissions in India have not given much thought to the methods of estimating the fiscal needs of the States and recommending the federal fiscal transfers accordingly. A State's need depends on its populations and age distribution, particularly, the proportion of school-going population in respect of which the Constitution of India expects each State to ensure compulsory primary education within certain specified period. Density of population, Distribution of incomes and Local costs and similar other factors. Besides suggesting the mechanism to share tax revenues the commission also lays down the principles for giving out grant-in- aid to states and other local bodies. The commission has to take on itself the job of addressing the imbalances that often arise between the taxation power and expenditure responsibilities of the centre and the state, respectively. Primarily, it has to ensure a sense of equality in public services across the states. 4.7 Summary • The recommendation of the Finance Commission is not mandatory to the Government. Its recommendation is only advisory in nature. • Government on receiving the advice of Finance Commission, judge its feasibility • The main recommendation of the Finance Committee is regarding the distribution money appropriated through different Taxes • Dr, P. V. Rajamannar, Chairman of fouth Finance Commission observed after complision of his tunere that, "

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Since the Finance Commission is a Constitutional body, framed as a Quasi-judicial character, its recommendation should not be turned down by the Government, unless there are very compelling reasons". 4.8

Glossary • Reducing horizontal and vertical Imbalances between Central and State. • Financial imbalances. • Union Excise duty.

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160 NSOU CC-PA-03 NSOU CC-PA-03 161 4.9 Model Questions • Analyse the relation between Finance Commission and Indian Constitution. • Explain the various organizational structure of Finance Commission. • Discuss the role of Finance Commission, as a balancing Unit between State and Cetral • Elaborate the functions of Finance Commission. • Analyse the importance of 14th Finance Commission. • How Article 280 has empowered the Finance Commission to make balance betqwwnCentrak and State Governmen • Point out the membership guideline of a Finance Commission. • Write a note on Grants-in-aid. • Write a note on Article 240 (1) of the Constitution. 4.10 References • Iakadawala, D.T. (1967): • Bakshi, P. M. (2011). The Constitution of India, Reprint. • Basu, D.D. (2014). Constitution of India, Reprint. • Gulati, S. (1995) : Report of the Tenth Finance Commission, Economic and Political Weekly, April 22. • Shriya Singh and Jyoti S. Dharma (2016) A Study on The Role of Finance Commission in India, Advance Research Journal of Social Science, Volume 7, Issue 1, p.162-166

161 160 NSOU CC-PA-03 NSOU CC-PA-03 161 Unit - 5 ? Election Commission Structure 5.0 Objectives 5.1 Introduction 5.2 Election Commission of India : Evolution 5.3 Election Commission of India : Composition and Organization 5.4 Election Commission of India : Function 5.5

Conclusion 5.6 Summary 5.7 Glossary 5.8 Model Questions 5.9 References 5.0 Objectives To understand the : • Adoption of

Parliamentary Systme of Government and importance of Election Commission. • Problem of forming Election Commission afterIndependence : Centralised or Region based. • The Constitution of India provides a mechinery for conducting election of all sorts of eligible 'legislative'. 'executive' posts, which are 'elected by nature, through Election Commission vide Article no. 324 of Part XV. • The independence of Election Commission has also been ensured vide Article No. 324(5). • The role of Election Commission is to prepare, conduct, holding of by- election, cancellation of election, recognition of Political parties and Alltment of Symbol and disqualifying any Candidte from elction. 5.1 Introduction The Election Commission is a permanent commission formed and established by the Constitution. It is an independent body. Its decision on holding election or any

162 NSOU CC-PA-03 NSOU CC-PA-03 163 other related directly or indirectly with the process and procedure of election are mandatory to the Government. Government officially or formally cannot infringe the decision taken by the Election Commission, for the sake of free and fair holding of Central and State election. The Election Commission by its authority issued nation- wide 'Voter Identity Card' which one elctorate needs to show at time of casting vote in the Polling Booth. Failure of which may cause abstaining from voting right (which is a Fundamental Right of a Citizen). The Indian Constitution, in its Article 324 confered the power and responsibility of holding election peacefully and neutrally to the Election Commission. In view of this power and responsibility the Election Commission, holds the power of requisiting the service of any Administrative and Police personnel, during election, as per the choice of Election Commissioner. The Election Commission, barring from others, is also empowered to hold the election of President, Vice-President and members of Upper houses of Central abd State Legislature. 5.2 Election Commission of India : Evolution After independence from British imperial rule, free India chose to adopt the system of parliamentary democracy and democratic practices are sustained as well as strengthened through elections. Elections were also conducted during British rule. These elections to the Provincial and Central Legislatures did not fulfil the aspirations of the people of India and were anything but fair and democratic. Undoubtedly, the foremost task of the founding fathers of the Constitution was to make the elections free, besides contemplating to constitute an institution which could carry out electoral process impartially and independently, so that the democratic character of the country could be preserved. The framers of the Constitution, keeping in view the complexity, caused by the diversities of the country, resolved that the authority vested with the conduct of elections should be competent, effective, apolitical, independent and neutral. The foresight of the Constitution makers, virtually, has paid rich dividend to the people of India. Despite whatever has happened to politics and political practices in the country, the prospect of a free and fair election survives as the election machinery remains apolitical, impartial and independent. This authority vested with the conduct of election is none, but a constitutional body, that is, the Election Commission of India. D.D. Basu writes : "In order to supervise the entire procedure and machinery for election and for some other ancillary matters, the Constitution provides for an independent body, namely, the Election Commission (Article 324)

162 NSOU CC-PA-03 NSOU CC-PA-03 163 One of the prominent problems that was faced by the members of the Constituent Assembly was whether to have a Centralised Election Commission as in Britain or allow the states to have their own Election Commission as present in United States of America. The members of the Constituent Assembly did discuss this matter at length. In this connection,

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Dr. B.R. Ambedkar, the chairman of the Drafting Committee,

said : "clause (2)9

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says that there shall be a Chief Election Commissioner and such other Election Commissioners as the President may, from time to time,

appoint. There were two alternatives before the Drafting Committee, namely, either to have a permanent body consisting of four or five members of the Election Commission who would continue in office throughout without any break, or to permit the President to have an adhoc body appointed at time when there is an election on the anvil. The Committee has steered a middle course. What the Drafting Committee proposes by clause (2) is to have permanently in office one man called the Chief Election Commissioner, so that the skeleton machinery would always be available. Elections no doubt will generally take place at the end of five years; but there is this question, namely that a by-election may take place at any time. The Assembly may be dissolved before its period of five years has expired. Consequently, the electoral rolls will have to be kept up-to-date all the time so that the new election may take place without any difficulty. It was, therefore, felt that having regard to these exigencies, it would be sufficient if there was permanently in session one officer to be called the Chief Election Commissioner, while when the elections are coming up, the President may further, add to the machinery by appointing other members to the Election Commission The object of the framers of the Constitution was, indeed, to ensure the impartiality and independence of Election Commission. That is why after much discussion and long debates on 'just, pure, honest and impartial' elections in the ConstituentAssembly they made provisions for a common centralised body for election purposes for both Central and State Legislatures. Thus, Article 324 of the Constitution of India provides for creation of the Election Commission which should be an authority to deal with all matters related to elections under the Constitution. The Article also provides that the conduct of elections of the President, the Vice President, Members of Parliament and Members of State Legislatures must be vested in the Election Commission. Nevertheless, it would be the obligation of this authority to maintain the sanctity of election. 5.3 Election Commission of India : Composition and Organization Article 324 clause (2) provides : "

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The Election Commission shall consist of the Chief Election Commissioner and such number of other Election Commissioners, 164

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if any, as the President may from time to time fix...

On October 1, 1993 the Election Commission was enlarged through a Presidential Ordinance. Two Election Commissioners Dr. M.S. Gill and Mr. G.V.G. Krishnamurthy were appointed and given position and status at par to the office of Chief Election Commissioners. On October 27, 1993 the Chief Election Commissioner Mr. T.N. Seshan, challenged the ordinance of October 1, 1993 in the Supreme Court, urging to declare the Ordinance arbitrary, unconstitutional and void. Mr. Seshan's main contention was that the framers of the Constitution did not intend to equate the office of the Chief Election Commissioner with those of the other Election Commissioners. Therefore, Section 9 and Section 10 of the Ordinance is wholly ultra vires of the Constitution, as well as spirit of the Article 324 of the Constitution of India as envisaged by the Constitution makers. The aggrieved Chief Election Commissioner in his petition, submitted that the entire independence of the Election Commission can be fractured by the decision arrived at by two Election Commissioners who are appointed and removed at the will of the government.46 The Supreme Court, passed an interim order on November 15, 1993 and ruled that the Chief Election Commissioner shall

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remain in overall control of the Commission's work and he may ascertain the views of

other Commissioners but these will not be binding on him. Again, the Supreme Court confirmed on December 15, 1993, in its interim order of November 15, 1993. But at the same time the Court referred the Chief Election Commissioner's plea challenging the Ordinance equating the status of the newly appointed Election Commissioners to him, to a Constitutional bench. The Judges, in their brief order said that since the points raised in the petition were related to the interpretation of Article 324 of the Constitution, it was their view that matter be referred to the Constitutional bench for authoritative opinion The Lok Sabha, on December 13, 1993, passed an amendment bill, "

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The Chief Election Commissioner and other Election Commissioners (Conditions of service)

Amendment Bill 1993 replacing the Ordinance issued on October 1, 1993 in this regard, making the Election Commission a multi-member body and equating the Chief Election Commissioner and other Election Commissioners." The Bill was passed by the Rajya Sabha and after the assent of the President it became Law. There was, virtually, an outcry to convert the Election Commission into a multi member body for quite a long time. Many political parties were persistently demanding conversion of the Election Commission into a multimember Commission. Joint Parliamentary Committee on amendment to Election Law gave unanimous

164 NSOU CC-PA-03 NSOU CC-PA-03 165 recommendation in its report in 1972 that the Commission should be a multi-member body. The view expressed by the Committee was that "an enlarged Commission will be able to discharge more effectively the responsibilities related to elections and in exercise of its quasi-judicial functions, a broad based Commission is likely to reach generally acceptable decision and command respect." This report sought support of subsequent committees and Commissions appointed to suggest electoral reforms. Tarkunde Committee on Electoral Reforms held the same view and recommended that, "A Commission consisting of a body of the three members can arrive at a consensus on major controversial problems of organising elections which is decidedly a superior method of ensuring impartially to the individual decision of a single Chief Election Commissioner." Goswami Committee also recommended in its Report in 1990 for the conversion of the Election Commission into a multi-member body. Gadgil Commission on electoral reforms also favoured a multi-member Election Commission Most of the Chief Election Commissioners have opposed the idea of a multi-member Election Commission, since the talk of its conversion began. But Mr. Seshan, as we have already seen, went to the extreme while opposing induction of two additional Commissioners in the Election Commission. 5.4 Election Commission of India : Functions Election Commission of India is vested with manifold functions in the form of duties and powers of different nature which evidently express the role of the Commission in dealing with elections effectively. Article 324, Clause (1) of the Constitution of India vests extensive functions in the Election Commission, that is, "Superintendence, direction and control", for the conduct of elections. These powers of the Commission are prompted by supplementation of the Representation of the People Act, 1950, the Representation of the People Act, 1951 and Rules and Orders made there under. In the case of Mohindra Singh Gill, the Supreme Court held that the words "Superintendence, direction and control" as used in Clause (1) of Article 324 are of wide amplitude and would include the powers to make all provisions necessary for smooth conduct of elections, subject, however, to any Law made by Parliament or State Legislatures under Article 327 and Article, 328 of the Constitution respectively. In the words of the Apex Court, Article 324 is "a reservoir of powers" for the Election Commission. If it is silent on any electoral matter or is not sufficient to deal with a particular situation 'the Election Commission has the inherent and plenary power to act in such a vacuous area within its allowed domain without looking to any outside 166 NSOU CC-PA-03 NSOU CC-PA-03 167 authority for conferment of powers.' Thus, the powers of the Election Commission, as observed by the Supreme Court, 'are essentially administrative and to some extent adjudicative or Legislative.' The Court also held that the power under Clause (1) of Article 324 of the Constitution is in the nature of residuary power to deal with any situation which is not dealt with a law of Parliament or State Legislature. The primary function of the Election Commission, under the provisions of the Constitution and the Representation of the People Act, 1950, the Representation of the People Act, 1951 and Rules as well as Orders made there under is '

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the superintendence, direction and control of the preparation of the electoral roll of all elections to Parliament and the State Legislatures and office of the President and Vice- President.'

It is the foremost duty of the Election Commission

to prepare the electoral rolls in accordance with the provision of the Representation of the People Act, 1950 and the Registration of Electors Rules, 1960. 'Registration of voters in the Registers of the constituencies, in advance of the poll, is mandatory in almost all democratic countries, with a difference in registration system and procedure adopted. It is the solemn duty of the Commission to conduct elections in a free, fair and peaceful manner. In order to achieve this end, the Election Commission discharges multiple functions. The function of the Commission regarding conduct of elections begins from the day of the notification of election and runs upto declaration of results and during the entire process of elections the Commission remains vigilant and sees that the conduct of election is going on according to rules. Accordingly, the Election Commission is empowered to issue certain notification. But for the elections to the Lok Sabha and State-Legislature and Councils of Union Territories, the notification is issued by the President, or Governors or Administrators respectively. These notifications are issued accordingly to the recommendation by the Election Commission. In case of by- election, the Commission has the power to issue notification. The Model Code of Conduct is an effective measure in conducting free and fair election, but the power of cancellation of an election on the ground of violation of the model code of conduct needs a legislation to be passed by Parliament empowering the Election Commission to do so while performing its Constitutional duty to ensure free and fair election. In the recent past, the Election Commission remained adamant to rid of violation of the model code of conduct to ensure free and fair elections. The political parties and the governments also responded positively. The Election Commission, from the very beginning of the Lok-Sabha Election 2004, tightened its screw on the issue of model code of conduct. The Commission asked the government

166 NSOU CC-PA-03 NSOU CC-PA-03 167 to pull down all government hoardings and advertisements, including those of, "India Shining" Campaign. The Election Commission has always made efforts to halt the malpractices of booth capturing, rigging and violence during polls. However, sometimes under grave situations the Commission had no option but to resort to use its constitutional and legal powers and countermanded elections in the entire constituency in the interest of free, fair and peaceful polls as well to ascertain correct verdict of the people. Another important power of the Election Commission, that reflects its role, is with regard to Registration of political parties and Allotment of Symbol. Earlier, the Election Commission was registering and recognising the political parties only for the purpose of Allotment and reservation of symbols. But, in 1988 Section 29A was added to the Representation of the People Act of 1951 which makes provisions for the compulsory registration of the political parties. Thus, the Election Commission has been empowered to register political parties. The sub-section(8) of Section 29A of the Representation of the People Act, 1951 expressly provides that the decision of the Election Commission shall be final with regard to the Registration of political parties In the recent past, a controversy has cropped up pertaining to the jurisdiction of the Election Commission, as to whether the Commission is empowered to derecognise a political party and freez its Poll Symbol, already registered and recognised by it under Section, 29A of Representation of People Act, 1951 Keeping in view the necessity of express power in this regard, the Election Commission has amended the Election Symbol order on February 17, 1994 and 'inserted para 16A which empowered the Commission to suspend or withdraw the recognition of a political party if it fails to adhere to the model code of conduct or did not follow or carryout directions and instructions of the Commission. By virtue of this amendment, the Commission sought the authority to suspend or derecognise a political 'party'. Provision of expenditure of the Election Commission from the Consolidated Fund of India - The Function of the Delimitation of constituencies should be handed over to the Election Commission , Change in the method of appointment of the members of Election Commission, No appointment on political offices after retirement. Besides the above, the Election Commission discharges some more significant functions. The power of preparation of electoral rolls and revision is vested in the Election Commission. The Election Commission superintends, directs and controls the machinery for preparation, revision and maintenance of electoral rolls. The Chief Electoral Officers, District Election Officers, Electoral Registration Officers and

168 NSOU CC-PA-03 NSOU CC-PA-03 169 Assistant Electoral Registration Officers work under the Commission. Recording of votes, appointment and revocation of the appointment of counting agents, inspection of accounts, custody of ballot boxes and Electronic voting machines as well as production and inspection of election papers and disposal of election papers under the Rules of the Conduct of Election Rules, 1961. Under the provisions of the Representation of the People Act, 1951 the Commission is charged with making arrangements for polling Stations for polling constituencies, preparation of nomination papers, publication of election results and making rules. 5.5 Conclusion It is worth satisfying and praiseworthy that the Election Commission has started using powers vested in it and has begun taking active part not only at the time of elections but throughout the election process of the country. Thus, the role of the Election Commission has become as much eminent as the framers of the Constitution wanted it to be. 5.6 Summary • Election Commission is a Constitutional Body. Which the Constitution formed to supervise the entire procedure and mechinery for election. • To materialised this proposition, the Constitution has made an independent and authoritative body for conducting election. • Election Commission is a centralised body for both Central and State Legislature. • As per the Amendment, "The Chief election Commssioner and Other Election Commissioners" on October 1993, the election Commission has become multi-membered body. The Chief election Commissioner and other Election Commissioners are equal in Status. • The Election Commission has the inherent and planerypower to act within its domain, without looking to any outside authority for conferment of power. • The Election Commission is guided by the "Representation of People's act" 1950/1951.

168 NSOU CC-PA-03 NSOU CC-PA-03 169 5.7 Glossary • Election Commission. • The Constitution and Election Commission. • Voter Identity Card. 5.8 Model Questions • Analyse the theoretical linkage between public administration and economic development. • Explain the effect of globalisation on Indian administration. • Discuss the significance of economic reforms of 1991 for Indian administration. • Elaborate the implications of public choice theory. • Analyse the importance of information and communication technology in Indian administration. • Discuss e-governance. • Point out the role of GATT and WTO directed economic development model. • Write a note on 'SMART' administration. • Discuss new public management. 5.9 References • Singh, L. P. : Election Reforms, p. 15 (Uppal Publishing House, New Delhi, 1986) • Bhalla, R. P. : Elections in India, Legacy and Vision, p. 3 (S. Chand & Co. Ltd. New Delhi-1998). • Aggarwal, J. C. and Chaudhary, N. K. : Elections in India, 1952-96, p. 1 (Shipra Publications, Delhi, 1996)

BLOCK – IV Problems of Corruption and Indian Administration

173 Unit - 1 ? Lokpal Structure 1.0 Objectives 1.1 Introduction 1.2 Lokpal : Genesis 1.3 Legislative History of Lokpal and Lokyukt Act 2013 1.4 Salient Features of Lokpal and Lokyukt Act 2013 1.5 Mechanism to the Functioning of Lokpal 1.6 Immunities to the Prime Minister in discharge of Duties 1.7 Lokpal and Lokayuktas (Amendment) Act, 2016 and Controversies 1.8 Conclusion 1.9 Summary 1.10 Glosarry 1.11 Model Questions 1.12 References 1.0 Objectives • To understand how the Lokpal stands as an Institution to protect the interest of the people against the Corrupt practices of the Governemnt personnel. • The concept of Lokpal emerged from the Scandenavian Institution "Ombudsman" • Lokpal and Lokayukt Act framed and adopted in 2013. • There are some fetures

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of Lokpal,like, Lokpal have power of superintending and directing over any investigative agency including CBI for cases referred to them by Lokpal. •

The focus of the Act is to prevent the corruption personnel of the Government,as envisaged in 'Prevention of Corruption Act, 1988". • Lokpalcna refer to the incidents of Government personnel to the Central Vigilence Commission, for detail investigation of gravity of corrupt activities.

174 NSOU CC-PA-03 NSOU CC-PA-03 175 • Lokpal is empowered to search and seizer the dproperties and assets of the alleged personnel. • Amendment of Lokpal Act 2016, has substracted the previous precondition, that 'The compulsory declaration of assets and liability at the time of entry in the service'. 1.1 Introduction Gradual increase of public grievenaces against Governmental corruption and mis-use of power in India, has virtually bound the decision makers to set up a different Department. The Department is called "Department of Administrative Reform and Public Grienvances". The Department has brought under an Additional Secretary. In fact the Department has been set up to cover up the inadequacies, ineffectiveness and inefficiencies of existing structure of the Government. That actually increased the imminency of establishing an institution like "Ombudsman" following the Scandenavian example. The demand of such Institution was first echoed in the Parliament in April 1963. In 1977 Janata Government promised to the House to initiate the process for setting up an Institution like "Lokpal", to end the corruption in the Public life of the Country. In view of that echoed voice, the Parliament following the suggestion of the "Administrative Reform Committee, in 1966", proceeded to establish an 'Ombudsman' type of Institution to reduce and check the propensity of corruption, and to settle down the grievances of peolple against Temporary Political Leaders in parliament as well as permanent Government personnel. In the year 1971, Lokpal Bill was formally placed in the Parliiament. But this was done even after vaccilation of number of Parliamentarians. Janata Government again in 1977, reintroduced the Bill in the Legislature. The then Government din 1971 drafted the Bill, keeping the Prime Minister outside the orbit of the Bill. But in 1977, Janata Government apatlybrought the Prime Minister within the orbit of the draft Bill. Secondly, the bill suggested that the Lokpal, for the sake of its neutral stand, should have it s own Administrativemechinery and would not be dependent upon the regular Governmental mechinery. It was further decided that any complain, may be pertained to the period of five years from the date of complain, against any temporary Political Leader or against any personnel of any Governmental Department or Secretariat would be counted.
174 NSOU CC-PA-03 NSOU CC-PA-03 175 1.2 Lokpal : Genesis The word 'Lokpal' etymologically means 'protector of people'. The term was coined as an Indian variant of the concept of 'Ombudsman', which has Scandinavian origin and refers to an official who is appointed to investigate complaints of citizens against the administration.

100% **MATCHING BLOCK 273/369** **SA** CHAPTERS I TO VII AND BIBLIOGRAPHY.docx (D41105403)

Sweden is the first country to have the institution of Ombudsman, established

in 1809. Other countries followed the Swedish model almost after a century. Finland (1919), Denmark (1953), Norway and New Zealand (1962), Britain (1967), Israel, Zambia, Portugal, Spain, South Africa in 1970s, Iceland, Ireland, Netherlands and Poland in 1980s, Slovenia (1993), Burkina Faso (1994), Belgium (1995) are some of the countries which have the institution of Ombudsman. The genesis of the concept in India can be dated back to the 1960s. On 3rd April 1963, Late Dr. L.M. Singhvi while participating in the discussion of Demands for Grants of the Ministry of Law and Justice, in the Lok Sabha, stressed the need for setting up of a Parliamentary Commission on the pattern of Ombudsman for tackling corruption and redressal of public grievances. The terms Lokpal and Lokayuktawere also coined by him. In 1966, the first Administrative Reforms Commission (ARC)

91% **MATCHING BLOCK 274/369** **SA** Thesis-Uma.docx (D15055108)

recommended a two tier machinery to redress the grievances of public i.e. Lokpal and Lokayukta. The Lokpal would deal with complaints against Ministers and Secretaries of Central Government as well as in the states. The Lokayukta, one for the Centre and one in each State, would attend complaints against rest of the bureaucracy.

Apart from the first ARC and the Parliamentary Committees, second ARC
and

100% **MATCHING BLOCK 275/369** **SA** n5.docx (D60579545)

the National Commission to Review the Working of the Constitution, 2002 (NCRWC)

have recommended on the various aspects of the institution of Lokpal. Since 1968, Bills relating to Lokpal and Lokayuktas had been introduced in the Lok Sabha nine times, but had failed to clear the both the Parliamentary chambers on each occasion. 1.3 Legislative History of the Lokpal and Lokayukt Act, 2013

100% **MATCHING BLOCK 276/369** **SA** vivek chandel 2 august.docx (D110950439)

The Lokpal and Lokayuktas Act, 2013 has had a long chequered history. It took almost forty-five years to enact this important piece of legislation. The institution of Lokpal was first contemplated way back in early 1960

s

100% **MATCHING BLOCK 277/369** **SA** vivek chandel 2 august.docx (D110950439)

with the aim to rooting out corruption in public offices. For the first time the Bill was introduced in the Fourth Lok Sabha as the Lokpal and Lokayuktas Bill, 1968. Since then the Bill has been introduced nine times in 1971, 1977, 1985, 1989, 1996, 1998, 2001 and twice in 176

NSOU CC-PA-03 NSOU CC-PA-03 177 2011.

97% **MATCHING BLOCK 278/369** **SA** vivek chandel 2 august.docx (D110950439)

In view of the repeated postponement to enact this legislation, a campaign was launched by civil society organisations in 2011. They brought out their own version of the Bill titled 'The Jan Lokpal Bill'. The Government subsequently introduced a new Lokpal Bill on 4 August 2011, which was referred to the Department-related Parliamentary Standing Committee for examination on 8 August 2011. On 27 December 2011, the

100% **MATCHING BLOCK 279/369** **SA** vivek chandel 2 august.docx (D110950439)

Bill was discussed and passed by the Lok Sabha with certain amendments.

70% **MATCHING BLOCK 281/369** **SA** vivek chandel 2 august.docx (D110950439)

On 21 May 2012, the Rajya Sabha referred the Bill as passed by the Lok Sabha to the Select Committee of the Rajya Sabha. The Government accepted 14 of the 16 recommendations made by the Select Committee and accordingly amended the Lokpal and Lokayuktas Bill, 2011. The Bill as passed by the Rajya Sabha with certain amendments on 17 December 2012

was sent back to the Lok Sabha
for further approval.

87% **MATCHING BLOCK 285/369** **SA** vivek chandel 2 august.docx (D110950439)

The Lok Sabha agreed to the amendments made by the Rajya Sabha and passed the Bill on 18 December 2013. The Bill as passed by both Houses received thePresident's assent on 1 January 2014 and became Act No. 1 of 2014. 1.4

63% **MATCHING BLOCK 280/369** **W**

Salient features of the Lokpal and Lokayuktas Act, 2013 • It envisages a Lokpal at the Centre and Lokayuktas at the level of the

states. • A mandate was created

95% **MATCHING BLOCK 282/369** **W**

for setting up of the institution of Lokayukta through enactment of a law by the State Legislature within a period of 365 days from the date of commencement of the Act. •

100% **MATCHING BLOCK 283/369** **W**

Lokpal will consist of a chairperson and a maximum of

eight

72% **MATCHING BLOCK 284/369** **W**

members, of which 50 per cent shall be judicial members. • 50 per cent of members of Lokpal shall be from SC/ST/OBCs, minorities and women. • The selection of chairperson and members of Lokpal shall be through a Selection Committee consisting of the Prime Minister, the Speaker, Lok Sabha, Leader of Opposition in the Lok Sabha, Chief Justice of India (CJI) or a sitting Supreme Court judge nominated by CJI, eminent jurist to be nominated by the President of India on the basis of recommendations of the first four members of the Selection Committee. •

64% **MATCHING BLOCK 286/369** **SA** LSP-Khiangte - non-core work.docx (D110550206)

The Chairperson and the Members are appointed by the President of India by warrant under his hand and seal and hold office for a term of five years 176

NSOU CC-PA-03 NSOU CC-PA-03 177 from the date on which
they enter upon
the
office

100% **MATCHING BLOCK 287/369** **SA** MHYS-45 Indian Administrative System.docx (D151906351)

or until they attain the age of 70 years, whichever is earlier. •

73% **MATCHING BLOCK 288/369** **SA** vivek chandel 2 august.docx (D110950439)

The salary, allowances and other conditions of services of the Chairperson are the same as that of Chief Justice of India.

61% **MATCHING BLOCK 289/369** **SA** vivek chandel 2 august.docx (D110950439)

The salary, allowances and other conditions of services of the Members are the same as that of

a Judge

62% **MATCHING BLOCK 290/369** **SA** CHAPTER.docx (D15147282)

of the Supreme Court. • The Prime Minister has been brought under the purview of the Lokpal. • Lokpal's jurisdiction will cover all categories of public

servants.

100% **MATCHING BLOCK 291/369** **SA** A Mockery of Anti-Corruption Institution in In ... (D149826355)

The Lokpal has jurisdiction to inquire into allegations of corruption against

anyone who is or has been Prime Minister, or a Minister in the Union government, or a Member

80% **MATCHING BLOCK 292/369** **SA** Citizen and Administration- Redressal of Publi ... (D111621822)

of Parliament, as well as officials of the Union Government under Groups A, B, C and D. Also covered are chairpersons, members, officers and directors of any board, corporation, society, trust or autonomous body either established by an Act of Parliament or wholly or partly funded by the Union or State government. •

95% **MATCHING BLOCK 293/369** **SA** shubham khokha.docx (D38209278)

All entities receiving donations from foreign source in the context of the Foreign Contribution Regulation Act (FCRA) in excess of Rs. 10 lakh per year are brought under the jurisdiction of Lokpal (

A June 2016 notification revised it to Rs. 1 crore). •

95% **MATCHING BLOCK 296/369** **SA** shubham khokha.docx (D38209278)

Lokpal will have power of superintendence and direction over any investigative agency including CBI for cases referred to them by Lokpal. • A high powered committee chaired by the Prime Minister will recommend selection of the Director, CBI.

86% **MATCHING BLOCK 294/369** **W**

Directorate of Prosecution headed by a Director of Prosecution under the overall control of Director, CBI. The Director of Prosecution,

CBI will be appointed by the Central Government on the recommendation of the CVC for a period of not less than two years.

Ouriginal by Turnitin

100%	MATCHING BLOCK 295/369	W

Transfer of officers of CBI investigating cases referred by Lokpal

cannot be effected without

92%	MATCHING BLOCK 297/369	SA	Monika - Criminal Law.pdf (D77732588)

the approval of Lokpal. • The Act also incorporates provisions for attachment and confiscation of property acquired by corrupt means, even while prosecution is pending. • The

Act lays down clear time lines for preliminary enquiry and investigation and trial and towards this end, the Act provides for setting up of special courts.
178 NSOU CC-PA-03 NSOU CC-PA-03 179 1.5 Mechanisms related to the functioning of Lokpal A complaint under the Lokpal Act should be in the prescribed form and must pertain to an offence under the Prevention of Corruption Act, 1988 against a public servant. There is no restriction on who can make such

85%	MATCHING BLOCK 298/369	SA	Citizen and Administration- Redressal of Publi ... (D111621822)

a complaint. When a complaint is received, the Lokpal may order a preliminary inquiry by its Inquiry Wing or any other agency, or refer it for investigation by any agency, including the CBI, if there

is a prima facie case.
Before ordering of an investigation by an agency,

72%	MATCHING BLOCK 299/369	SA	Monika - Criminal Law.pdf (D77732588)

the Lokpal shall call for an explanation from the public servant to determine whether a prima facie case

exists.
This provision, the Act says, will not interfere with any search and seizure that may be undertaken by the investigating agency. The Lokpal, with respect to Central government servants, shall refer the complaints

100%	MATCHING BLOCK 300/369	SA	Citizen and Administration- Redressal of Publi ... (D111621822)

to the Central Vigilance Commission (CVC). The CVC will send a report to the Lokpal regarding officials falling under Groups A and B; and proceed as per the CVC Act against those in Groups C and D.

The Inquiry Wing or any other agency will have to complete its preliminary inquiry and submit a report to the Lokpal within 60 days. It has to seek comments from both the public servant and "the competent authority" before submitting its report. There will be a "competent authority" for each category of public servant as defined under the Act. For instance, for the Prime Minister, it is the Lok Sabha, and for other Ministers, it will be the Prime Minister. And for department officials, it will be the Minister concerned. A Lokpal Bench consisting of no less than three members shall consider the preliminary inquiry report, and after

85%	MATCHING BLOCK 301/369	SA	Citizen and Administration- Redressal of Publi ... (D111621822)

giving an opportunity to the public servant accused of corruption for his/her defence, decide whether it should proceed with the investigation. It can order a full investigation, or direct to start departmental proceedings or close the proceedings. It may also proceed against the complainant

if the allegation is false. The preliminary inquiry should normally be completed within 90 days of receipt of the complaint. Previously, the authority vested with the power to appoint or dismiss a public servant was the one to grant sanction under

90%	MATCHING BLOCK 302/369	SA	LSP-Khiangte - non-core work.docx (D110550206)

Section 197 of the Code of Criminal Procedure and Section 19 of the Prevention of Corruption Act.

Now this power will be exercised by the Lokpal, a judicial body. In any case, the Lokpal will have to seek the comments of the 'competent authority' as well as the public servant's comments before granting such sanction.

56%	MATCHING BLOCK 303/369	SA	Citizen and Administration- Redressal of Publi ... (D111621822)

The lokpal is vested with the power of search and seizure and also powers 178 NSOU CC-PA-03 NSOU CC-PA-03 179 under the Civil Procedure Code

for the purpose of conducting preliminary inquiry and investigation and power of attachment of assets and taking other steps for eradication

87%	MATCHING BLOCK 304/369	SA	shubham khokha.docx (D38209278)

of corruption. Lokpal will have power of superintendence and direction over any central investigation agency including CBI for cases referred to them by

the Lokpal. 1.6
Immunities to the Prime Minister in discharge of Duties The Lokpal cannot inquire into any corruption charge against the Prime Minister
if the allegations are
related

93%	MATCHING BLOCK 305/369	SA	CHAPTER.docx (D15147282)

to international relations, external and internal security, public order, atomic energy and space, unless a full Bench of the Lokpal, consisting of its chair and all members, considers the initiation of

a probe,

50%	MATCHING BLOCK 307/369	SA	Lokpal-The Indian Ombudsman.docx (D32174412)

and at least two-thirds of the members approve it. Such a hearing should be held in camera, and if the complaint is dismissed, the records shall not be published or made available to anyone. 1.7

Lokpal

and Lokayuktas (Amendment) Act, 2016 and Controversies The Lokpal Act, 2013 required a public servant to declare his assets and liabilities, and that of his spouse and dependent children. Such declarations must have been made to the competent authority within 30 days of entering office. Further, the public servant must have filed an annual return of such assets and liabilities by July 31st of every year. The Lokpal Act also mandated statements of such declarations be published on the website of the relevant Ministry by August 31 of that year. In this backdrop The Lokpal and Lokayuktas (Amendment) Bill, 2016 was introduced in Lok Sabha on July 27, 2016 by the Minister for Personnel, Public Grievances and Pensions, Dr. Jitendra Singh. The Bill amends the Lokpal and Lokayuktas Act, 2013 in relation to declaration of assets and liabilities by public servants. The provisions of the Bill would apply retrospectively from the date of the coming into force of the 2013 Act. In 2016 amendment to the Lokpal Act has excluded spouses and dependent children of public servant from disclosure of assets and liabilities. It also said the form and manner of disclosure by public servants would be decided by the government. This amendment was termed by civil society activists as 'regressive'. Anjali Bhardwaj, a noted activist criticized the amendment on the ground that in view of the seeming impossibility of catching people red-handed taking bribes, the only sensible way
180 NSOU CC-PA-03 NSOU CC-PA-03 181 is through monitoring of assets disproportionate to their known sources of income which are in the names of spouses and dependent children. The 2016 amendment has effectively provided immunity to the errant bureaucrat. 1.8 Conclusion The Act provides for

73% **MATCHING BLOCK 306/369** **W**

selection of chairperson and members of Lokpal by a committee consisting of the Prime Minister, Lok Sabha Speaker, Leader of Opposition in Lok Sabha, Chief Justice of India or a sitting SC judge nominated by the him, and an eminent jurist to be nominated by President of India on the basis of recommendations of first four members of selection

panel. Shri Mukul Rohatgi, former Attorney General of India was appointed as the first "Eminent Jurist" Member of the Selection Committee. However, the post of Leader of Opposition could not be filled, owning to the election results of the national election of 2014. As the largest opposition party (Congress) could not secure at least 10 percent seats (55) in the Lok Sabha in that election, it could not stake a formal claim to the post of Leader of Opposition. This unforeseen situation resulted in a deadlock and delayed the appointment of the Lokpal. Meanwhile the Supreme Court on January 17, 2018 had set up a February-end, 2018 deadline for the Lokpal search committee to send a panel of names who could be considered for the appointment as its chairman and members. A search committee headed by former apex court Judge Ranjana Prakash Desai had recommended three panels of names to the selection committee for appointment of chairperson, judicial and non-judicial members in the anti-graft body. A Selection Committee led by Prime Minister Narendra Modi and comprising Chief Justice Ranjan Gogoi, Lok Sabha Speaker Sumitra Mahajan and eminent jurist Mukul Rohatgi deliberated on the recommendations of the search committee. Mallikarjun Kharge, the Leader of Opposition in Loksabha by default, did not attend the deliberations after he was invited as "special invitee". Mr. Kharge had refused to attend earlier meetings also, protesting at being invited as "special invitee". Eventually, the President nominated former

90% **MATCHING BLOCK 309/369** **SA** vivek chandel 2 august.docx (D110950439)

Supreme Court judge Pinaki Chandra Ghose as the first Lokpal of

the country along with other eight members on March 19, 2019. Justice (retd.) Ghose's appointment has come nearly five years after the Lokpal Act was notified on January 16, 2014 following a countrywide anti- corruption movement.

180 NSOU CC-PA-03 NSOU CC-PA-03 181 1.9 Summary • It is fact that several States have passed Lokpal and Lokayukt Act. They demand that their attempt is to keep the administration free from any corruption. • But in reality, whenever the Lokpal makes attempt to take any Governemtn personnel or Leader in its custody for detail enquire, the Political head specially comes as the shield between alleged personnel and Lokpal Diretorate. The attept is to protect the alleged inlcident of corruption or mis-use of Power. • Even then Lokpal is the only substitute to reform the Administrative process. • The effort of activizing Lokpal is then only possible, when the administrative efficiencies and efficacies of the administrator would be high. 1.10 Glossary • Redressal Cell for Public grievances. • Lokpal, a mechinery to reduce corruption. • Lokpal , Constitutional Act 2013 and 2016. 1.11 Model Question • Discuss the reasons for the formation of Lokpal Institution. How Lokpal Institution was set up? • State the salient features of Lokpal. • Elaborate indetail, the functions of Lokpal. • State the important reasons for forming Lokpal Institution. • What are those matters that are excluded from the purview of Lokpal? • Write a note on the mechanism that related to the functioning of Lokpal' • Bring out the relation between Ombydsman and Lokpal • Write a note on the role of Janata Government in bringing a new shape in Lokpal.

182 NSOU CC-PA-03 NSOU CC-PA-03 183 • What are the Immunities to the Prime Minister in discharge of Duties. • Write a short note on the status of the Lokpal in Indian Administration. 1.12 References • Olken, Benjamin A. and Rohini Pande. "Corruption in Developing Countries." Annual Review of Economics (2012) 4:479–509. Copyright © 2012 by Annual Reviews. • Asim Ijaz Khwaja, Atif Mian, Do Lenders Favor "Politically Connected Firms? Rent Provision in an Emerging Financial Market", The Quarterly Journal of Economics, Volume 120, Issue 4, November 2005, Pages 1371–1411, • Amundsen, Inge. (1999). "Political Corruption: An Introduction to the Issues". CMI Working Paper. • Sukhtankar, Sandip & Vaishnav, Milan, 2015. "Corruption in India: Bridging Research Evidence and Policy Options," India Policy Forum, National Council of Applied Economic Research, vol. 11(1), pages 193- 276. • Bardhan, Pranab, 2006. "The economist's approach to the problem of corruption," World Development, Elsevier, vol. 34(2), pages 341-348.

183 182 NSOU CC-PA-03 NSOU CC-PA-03 183 Unit - 2 ? Lokayukta Structure 2.0 Objectives 2.1 Introduction 2.2 Genesis 2.3 Karnataka as Model 2.4 Lokpal and Lokayukta Act 2013 and the Status Thereof 2.5 Conclusion 2.6 Summary 2.7 Glossary 2.8 Model Questions 2.9 References 2.0 Objectives To understand : • Lokayukta as second tier Institution made for Citizens' Grievances and the Administrative Reform Commission' • This second tier of Citizens' grievance Cell deals with the complaints against subordinate Staff of Centre and State. • The Commission including Directors of different Department along with other subordinate Staffs. • The Commission has admitted, that the setting up of Lokpal and Lokayukta and their authoritative position in the administration, can never be taken up to be a complete answer to the problem of redressal of citizens' grievances. • The successful functioning of anti-corruption movement, each Ministries, Secreataries and Departmental Subordinates, as the case may be, should initiate suitable mechinery for receipt and investigation of complaints.

184 NSOU CC-PA-03 NSOU CC-PA-03 185 2.1 Introduction The Administrative Reform Commission, set up in 1966, was given one vital terms of reference for discussion. The terms of reference was to investigate the propensity of corruption of Public Servants, and the Public grievances thereon.The committee was also asked to suggest the process of finding out the ways of public redressal against those compliants. The primary suggestion of the Committee was very meaningful. It suggested, that the Government should introduce and form a new machinery or special Institution or Department for redressal of public grievances. Reform commission submitted interim report, giving importance to those specific terms and condition by which was mentioned as reference of their one vital responsibility. The interim report recommended a two tier mechinery viz. Lokpal and Lokayukta. The former will deal with the complaints against Ministers and Secretary to the Government at the Centre as well as States. The latter would look after the complians against other official of Centre as well as State of Secretariat and Department. In reply to a question, Chairman of the Reform Committee (Morarji Desai) stated, "We have brought both ministers and Secretaries in the same fold of Lokpal and Lokayukta, because at that level of the Government, it becomes difficult to identify the source of Corruption". It is also difficult to find out the role of one functionery ends and that of others begins. Commission further suggested Lokpal and Lokayukta should have certain critarian, which would uniquely help these Institution to act impartially and independently, like, (1) Both should be independent and neutral from he existing Governmental mechinery; (2) Investigation and detection should be made in private; (3) The appoinment should be from Non-Political orbit; (4) Status of these Institution must be judicial; (5) These two Institution will deal with those issues, which are related with injustice, corruption or favouritism; (6) The Lokpal and Lokayukta will be authorised by law, to collect information relevant to their job and duties; (7)These two vital Institution of Unit of Government, do

83% **MATCHING BLOCK 308/369** **W**

not look forward any benefit or pecuniary advantages from the Executive Government.

Suggestion made by the Institution : The commission strongly suggested to give these Institutionsame status as that of Chief Justice of High Court. Along with that the Commission has also identified certain items where the function of this Institution from taking any steps. Those items are :-
184 NSOU CC-PA-03 NSOU CC-PA-03 185 • Any action which may effect the International Relation of the Sovereign with any foreign country. • Action has also been restricted under Extraction Act 1962 or Foreign Act 1946' • Action whicj may affect internal or external law and orders. • If any matter remain under sub-judice, neither Lokpal nor Lokayukta, interfrer into that • Any action taken by the Governemnt to maintain purely commercial relation with other country. • Action regarding any matter of personal affairs of Govrnment official. • Grant of Honour and Awards. • Action against the discreationery power of the Government. • Administrative decision taken, 12 months before the initiation of complaints. • Decision on the matter which has been referred to the tribunals. 2.2 Genesis Anti-corruption institutions were first conceptualized by
the Administrative Reforms Commission (ARC) headed by Morarji Desai in its

61% **MATCHING BLOCK 310/369** **W**

special interim report on "Problems of Redressal of Citizen's Grievances" published in 1966. It recommended the creation of two independent authorities -

the Lokpal at the centre and the Lokayuktas in the states. The first Lokpal Bill was introduced in Parliament in 1968 but it lapsed with the dissolution of Lok Sabha. Later Bills also met a similar fate. Though the Lokpal could not be created as a national institution, the interest generated led to the enactment of various state legislations. Some states have had Lokayukta even before the Lokpal Act. Maharashtra was the first state to enact a law for it

76% **MATCHING BLOCK 311/369** **SA** CHAPTER.docx (D15147282)

in 1971. Rajasthan followed suit in 1973, Uttar Pradesh in 1975, Madhya Pradesh in 1981, Andhra Pradesh

and Himachal Pradesh in 1983 and Karnataka in 1984. There is a widely held perception that Lokayuktas are not empowered enough and the State governments have not provided adequate logistical support to the Lokayukts and thus rendered them less useful. Lokayuktas in
186 NSOU CC-PA-03 NSOU CC-PA-03 187 different states do not all enjoy the same powers. For instance, though the Maharashtra Lokayukta is the first Lokayukt in the country, it does not have a police wing under it to investigate graft complaints, unlike in Karnataka. 2.3 Karnataka as Model The Karnataka Lokayukta is believed to be among the most effective Lokayuktas.

100% **MATCHING BLOCK 312/369** **SA** Monika - Criminal Law.pdf (D77732588)

It was first set up in 1986 under the Karnataka Lokayukta Act, 1984.

In July 2011, a report by the then Lokayukta Justice N Santosh Hedge in a mining and land scam forced the then chief minister BS Yeddyurappa to resign. It landed him in jail for 24 days, though he was acquitted by a CBI court in October 2016.

88% **MATCHING BLOCK 313/369** **SA** Monika - Criminal Law.pdf (D77732588)

The Karnataka Lokayukta Act was recently amended by the state government following the resignation of the Lokayukta, Justice Santosh Hegde. Justice Hegde had been demanding additional powers for the Lokayukta - especially the power to investigate suo-motu. Following the amendment, the Lokayukta has been given the suo motu powers to investigate all public servants except the Chief Minister, Ministers, Legislators and those nominated by the government. Following are the main provisions of the Karnataka Lokayukta Act: • The public servants who are covered by the Act include the Chief Minister, Ministers, Legislators and all officers of the state government including the heads of bodies and corporations established by any law of the state legislature. • The body is constituted for a term of five years and consists of one Lokayukta and one or more Upalokayuktas. All members must have been judges, with either the Supreme Court or some High Court. • Members are appointed on the advice of the Chief Minister in consultation with the Chief Justice of the Karnataka High Court, the Chairman of the Karnataka Legislative Council, the Speaker of the Karnataka Legislative Assembly, and the Leader of Opposition in both Houses. • Investigations involving the Chief Minister, Ministers, Legislators and those nominated by the government must be based on written complaints. Other public servants can be investigated suo-motu. • Reports of the

Karnataka

100% **MATCHING BLOCK 314/369** **SA** Monika - Criminal Law.pdf (D77732588)

Lokayukta are recommendatory. It does not have the power to prosecute. 186

NSOU CC-PA-03 NSOU CC-PA-03 187 In 2016, Karnataka set up an Anti-Corruption Bureau (ACB), which was challenged by private petitioners in court on the premise that it eats into the powers of the Lokayukta. The ACB was created under the condition that it shall not investigate officers and politicians holding certain offices unless prior sanction is given by the government. The then Karnataka Lokayukta, Justice P Vishwanatha Shetty, had said the body should be strengthened and the government cannot take away its power. 2.4 Lokpal and Lokayuktas Act, 2013 and the Status Thereof

88% **MATCHING BLOCK 316/369** **SA** vivek chandel 2 august.docx (D110950439)

Section 63 of the Lokpal and Lokayuktas Act 2013 envisages that every State shall establish a body to be known as the Lokayukta within a period of one year from the date of commencement of the Act. Unfortunately many States did not

comply with this section in the stipulated timeframe. Just as the Centre has dragged its feet on appointing a Lokpal, several states have done the same with the Lokayukta, with the Supreme Court asking them to expedite the process. Jammu and Kashmir and Uttarakhand even questioned the need for a Lokayukta. Tamil Nadu government took a lot of time to pass its Lokayukta Bill. Odisha, Nagaland and Manipur also delayed their process. The West Bengal Lokayukta law has reportedly been amended to exclude the Chief Minister from its purview for bureaucratic and police appointments. An organization named Transparency International India had published a survey report titled "Performance of Lokayuktas (State level Ombudsman Institutions) in Indian States: Snippet" in December, 2018 and had projected an alarming picture. They found that most of state's laws on Lokayukta are not drafted by taking the Union law i.e. the Lokpal and Lokayuktas Act 2013 as model legislation. Out of 29 States and 1 Union Territory (Delhi) under survey, 23 States had a functional office set up/ establishment for Lokayukta office after enacting the Lokayukta Act whereas three states- Arunachal Pradesh, Nagaland and Tamil Nadu had enacted the act but were yet to make necessary arrangement for anti-corruption institution. Out of these 23 states which had the institution of Lokayukta in them, only 18 of them had the post of Hon'ble Lokayukta filled. Out of the 23 states, only 11 had provided a post for the UpaLokayukta. Out of these 23 states, only 14 states had an official website and 9 Lokayuktas were without dedicated websites. Out of these 23 States, only 7 States did not require any amount of fees for the submission of the corruption complaints. Other states had varied rates respectively, ranging from Rs. 3/- in Himachal Pradesh to Rs. 2000/- in Uttar Pradesh and Gujarat. Out of the 23 States, only one state, Maharashtra, had provided the facility of Online Filing of Complaint.
188 NSOU CC-PA-03 NSOU CC-PA-03 189 2.5 Conclusion The Lokpal and Lokayuktas Act 2013 should have acted as a model legislation to inspire the state governments to appoint a strong ombudsman like body, with wide- ranging powers. However, those states which had a Lokayukt predating the 2013 Act, found it convenient to continue with their existing arrangements and did not choose to form a new and more powerful body. Other states, which clearly had the mandate to form a Lokayukt as per the 2013 Act, delayed the process inordinately until the Supreme Court had to intervene on the basis of a public interest litigation. Even then, the Lokayukts thus formed suffer from fund crunch, lack of manpower, and other resources. There is a distinct inactive status of website of many such state Lokayukts, and online filing of complaints have not been provided in a broad based manner. Publicity drive by the Lokayuktsare also non-existent in many cases, as the funds for such publicity drive are contingent on the support rendered by the state government. Lack of uniformity in the power structure of Lokayukts is an undoubted cause for concern, though the same can be somewhat traced back to the 2013 Act itself, which did not specify any details of the manner of appointment and powers of the Lokayukt in as much detail as those pertaining to the Lokpal. As a result, the Lokayukts that have been created are often a reflection of the wishes of the political functionaries of the state. Moreover, the efficacy of Lokayuktas in tackling corruption has been questioned in the context of very few complaints being filed in the first place. Commonwealth Human Rights Initiative (CHRI) researchers say most complaints made to the Lokayukta are to do with maladministration and non-availability of government services rather than corruption. The institutional framework envisaged to tackle the menace of corruption can only be successful when due diligence is exercised to conform to the letter and spirit of well-meaning Acts. 2.6 Summary • In some States in India, Lokayukta Institution is functioning since last three/ four decades. They are empowered to inquire into complaints related with mal-administration, corruption, indulgence etc. • Lokayukta mainly investigate the corrupt practice of the Government Officials and Ministries.. • In a few States, their jurisdiction has been extended to complaints against the Chief Minister.
188 NSOU CC-PA-03 NSOU CC-PA-03 189 • In some specific cases, the Lokyukta placed their findings against any Minister or Official before the Legislature. Thus it becomes public. As a result of it, the matter comes to regime of Public knowledge, and they create pressure on the Ministry for appropriate steps against that. In such cases, it become impossible for the Ministrial authority to resist or ignore or condone the corrupt practices of the alleged Official or Minister. • So the Lokayukta has some positive role to resist the corruption and negligence of duties. • In this connection, the achievements of State of Maharastra should be mentioned specially. The State has not only established Lokayukta in the State Administration, but also established Upa-Lokayukta act 1971. • This Act established that (a) lokayukta is appointed by the Governor after

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consultation with the Chief Justice of the High Court, and the leader of the Opposition in Legislature' • The

tenure of Lokayukta is
five years. • Some condition have also been imposed on the apporintment of Lokayukta. Those are i) he cannot be the member of Parliament or any State Legislature; ii) he will not be permitted to hold any office of profit; iii) He should not be directly with any Political Party; iv) he will not be allowed to engage any Office of profit after retirement. • He cannot be removed by the State government on the charge of "misbehaviour" or "incapacity". • The lokayukta can only be removed by the State Legislature, if a resolution to that effect is passed in the Legislature by Two-Third majority of the members present and voting (which is tantamount to absolute majority, then the decision of initiating inquire will be held. The inquire will be conducted either by the Judge of Supreme Court or Chief Justice of State High Court. • The most disappointing matter is that, the function and effectiveness of Lokayukta varies from State to State. In most cases Lokayukta is not allowed to act successfully and effectively. • It is due to plotitical "will" that has kmade this Institution almost a "name- sake" Institution. • One of the reasonbehing it, the widespread Ministrial corruption, and evil
190 NSOU CC-PA-03 NSOU CC-PA-03 191 interference of Political Parties and their Leaders do not want to place their misdeeds under the magnifying glass of the Society. • In 1986 the all India Conference of Lokayuktas made several recommendation to get back their powerr and to make them strengthen. Their suggestions include (a) strict Constitutional status is to be given to the Institution; (b) a particular time limit should be given to submit the report to the Legislature; (c) there should an independent agency under the control of Lokayukta having the suo-motopower of investigation. • But unfortunately no recommendations were accepted. 2.7 Glossary • Administrative Reform Commission. • Redressal of Grievances. • Mutatis mutandis (with necessary changes having been made or with consideration of the respective differences). 2.8 Model Questions • On what important issue, that the Administrative Reform Commission proceeds to establish an Institution for the sake of redressal of Citizens' Grievances? Why that attempt ultimately failed? • Discuss in detail the historical perspective of the formation of Lokpal and Lokayukta. • Critically discuss the Karnataka Model of Lokayukta and compare it with Maharastra Model. • Discuss the reasons of failure of Lokyukta Institution to combat the corruption in India. • Narrate the process of fromation of Lokayukta structure. • Discuss the utility of an Institution like Lokayukta in Indian Government. • Why Indian administration felt the necessity of establishing a redressal cell?
190 NSOU CC-PA-03 NSOU CC-PA-03 191 • What are the basic critaria to be a Lokayukta? • Write a brief note on Karnataka lokayukta Act. 2.9 References • Nishith Desai Associates;Overview of Anti-Corruption Laws in India: A Legal, Regulatory, Tax and Strategic Perspective; January 2019. • Bhaskar, R.N. "The State of Corruption in India". ORF Issue Brief, Issue No. 268, November, 2018. • Wade, Robert, 1985. "The market for public office: Why the Indian state is not better at development,"World Development, Elsevier, vol. 13(4), pages 467-497, April, 1985. • Compendium on Parliamentary Enactments : THE LOKPAL AND LOKAYUKTAS ACT, 2013, published by RAJYA SABHA SECRETARIAT, July 2015. • "What are the powers and duties of Lokpal?",The Hindu, 23rd March, 2019. • Transparency International India Report Titled "PERFORMANCE OF LOKAYUKTAS (State level Ombudsman Institutions) in Indian States: Snippet" (December, 2018) • "Vigilance as a Management Function – Leveraging Technology", by Balwinder Singh, Additional Secretary, CVC. • Report titled "ANALYSIS OF TOP 100 BANK FRAUDS BY CENTRAL VIGILANCE COMMISSION"; OCTOBER, 2018
192 NSOU CC-PA-03 NSOU CC-PA-03 193 192 Unit - 3 ? Central Vigilance Commission (CVC) Structure 3.0 Objectives 3.1 Introduction 3.2 Genesis 3.3 Jurisdiction 3.4 Role and Functions of Central Vigilance Commission 3.5 Appointment of Chief Vigilance Officer 3.6 Role and Functions of Chief Vigilance Officer 3.7 Complaint handling Process of Central Vigilance Commission 3.8 Other Significant Measures Undertaken or Commissioned by the Central Vigilance Commission 3.9
Conclusion 3.10 Summary 3.11 Glossary 3.12 Model Questions 3.13 References 3.0 Objectives To understand : • The necessity of
Central Vigilance Commission is essential to vigil against the misdeeds of Central Government Employees. • Central Vigilance Commission set up on the basis of a resolution adopted by the Central Government on 2nd. February, 1964. • How the Central Vigilance Commission's report of the investigation done by the Delhi Special Police Establishment.

192 NSOU CC-PA-03 NSOU CC-PA-03 193 3.1 Introduction The Central Vigilance Committee was established on September, 2003. This was as per the resolution adopted by the Government of India on 2nd. February 1964. Initially on 25th, August, 1998, Central Legislature promulgated an ordinance. The purpose was to set up an institution for vigilance and advising the planning, execution of planning, reviewing and reforming the vigilance work. The Central Legislature, after passing the Bill, sent the ordinance to the President for his assent . The Bill was passed on 11th. September 2003. After the approval of President by giving his signature on September 2003, the proposed bill came into action on September 2003. The Act was designated as Act 25. Later in April, 2004 Central legislation by its resolution on "Public Interest Disclosure and Protection of Informer" authorised the Central Vigilance Commission to receive complaint for allegation of corruption. Delhi Special Police Establishment, under the supervision of Central Vigilance Commission, help the body in investigating the complain. In this case Delhi Special Police Establishment act as per the Act, "Prevention of Corruption" 1988. The Civil Vigilance Commission exercise its power and privileges of function, independly. It enjoys autonomy like U.P.S.C. A cursory glance at the solutions being prescribed by various scholars gives the sense that combating corruption needs a holistic and all-pervasive approach. Citizens, government, private enterprises, technology tycoons, political functionaries, banks, legal functionaries – all need to pool in their expertise to prevent corrupt behaviour. 3.2 Genesis The Central Vigilance Commission (CVC) is conceived to be

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the apex vigilance institution, free of control from any executive authority, monitoring all vigilance activity under the Central Government and advising various authorities in Central Government organizations in planning, executing, reviewing and reforming their vigilant work.

The
Central Vigilance Commission (
CVC) has been constituted pursuant to

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the 'Report of The Committee on Prevention of Corruption (K. Santhanam Committee Report)

Under Ministry of Home Affairs (1963)'. The CVC

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was set up by a Government Resolution in February, 1964 on the recommendations of the Santhanam Committee.

Consequent upon promulgation of an Ordinance by the President, the
194 NSOU CC-PA-03 NSOU CC-PA-03 195 Central Vigilance Commission has been made a multi member Commission with "statutory status" with effect from 25th August, 1998. Subsequently

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the CVC Bill was passed by both the houses of Parliament in 2003 and the President gave its assent on September 11, 2003. Thus the Central Vigilance Commission Act 2003 (No. 45 of 2003) came into effect from that date. The

Commission was accorded the status of independent statutory authority through

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the Central Vigilance Commission Act, 2003. Accordingly, the Commission shall consist ofa Central Vigilance Commissioner as Chairperson and not more than two Vigilance Commissioners as

Members.
Further a Government Resolution on “Public Interest Disclosure and Protection of Informer” in April 2004,

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has authorized the Central Vigilance Commission as the “Designated Agent” to receive written complaints for disclosure on any allegation of corruption or misuse of office and recommend appropriate action. 3.3

Jurisdiction Organizations falling under the jurisdiction of CVC are as follows : • Central Govt. Ministries/Departments. • Central Govt. Public Sector Undertakings. • Nationalized Banks, Insurance Companies. • Autonomous organizations created through an Act of the Parliament or under the administrative control of Government of India, like All India Institute of Medical Sciences, Port Trusts and Delhi Development Authority etc. • Centrally administered territories including Delhi, Chandigarh, Daman and Diu, Puducherry etc. • Societies and local authorities owned or controlled by the Govt. of India. More specifically, the following cadres of officers come under the purview of CVC –

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Members of All India Service serving in connection with the affairs of the Union and Group A officers of the Central Government;

Officers of the rank of
Scale V and above in the Public Sector Banks; Officers in Grade D and above in Reserve Bank of India, NABARD and SIDBI; Chief Executives and Executives on the Board and other officers of E-8 and above in Schedule ‘A’ and ‘B’ Public Sector
194 NSOU CC-PA-03 NSOU CC-PA-03 195 Undertakings; Chief Executives and Executives on the Board and other officers of E-7 and above in Schedule ‘C’ and ‘D’ Public Sector Undertakings; Managers and above in General Insurance Companies; Senior Divisional Managers and above in Life Insurance Corporations. Complaint to the CVC can be lodged only against officials belonging to the above mentioned categories. The Commission has no jurisdiction over private individuals and organizations of the State Governments. 3.4 Role and Functions of the Central Vigilance Commission • It exercise superintendence over

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the functioning of the Delhi Special Police Establishment (CBI) insofar as it relates to

the investigation of offences under

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the Prevention of Corruption Act, 1988; or an offence under the Criminal Procedure Code (Cr.PC) for certain categories of public servants. •

Under section 25 of CVC Act, 2003 the Central Vigilance Commissioner (CVC) as Chairperson and the Vigilance Commissioners as Members form a Committee, on whose recommendations, the Central Government appoints the Director of Enforcement and other officers to the posts of the level of Deputy Director and above in the Directorate of Enforcement, officers to the post about the level of SP and above except Director in the CBI and also recommend the extension or curtailment of tenure of such officers in the DSPE (CBI) – under Section 26 of CVC Act, 2003 and Section 4C of DSPE Act, 1946. • It provides directions to the Delhi Special Police Establishment (CBI) for superintendence insofar

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as it relates to the investigation of offences under the Prevention of Corruption Act, 1988. •

It inquires

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or causes an inquiry or investigation to be made on a reference by the Central Government –

under

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the Prevention of Corruption Act, 1988. • It inquires or causes an inquiry or investigation to be made into any complaint received against any official belonging to such category of officials

specified in sub-section 2 of Section 8 of the CVC Act, 2003. • It reviews

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the progress of investigations conducted by the DSPE (CBI) into offences alleged to have been committed under the Prevention of Corruption Act, 1988

or an offence
under the Cr.PC.
196 NSOU CC-PA-03 NSOU CC-PA-03 197 • It
review the progress of the

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applications pending with the competent authorities for sanction of prosecution under the Prevention of Corruption Act, 1988. • It tenders advice to the Central Government and its organizations on such matters as may be referred to it by them. • It exercises superintendence over the vigilance

administrations of the various Central Government Ministries, Departments and Organizations of the Central Government. • Under section 11 of CVC Act, 2003 CVC shall have all the powers of a Civil court while conducting any inquiry. • Under section 19 of CVC Act, 2003 CVC shall respond to Central Government on mandatory consultation with the Commission before making any rules or regulations governing the vigilance or disciplinary matters relating to the persons appointed to the

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public services and posts in connection with the affairs of the Union or

to members of the All India Services. 3.5 Appointment of Chief Vigilance Officer (CVO) The Chief Vigilance Officers (CVOs) are extended arms of the CVC. The Chief Vigilance Officers are considerably higher level officers who are appointed in each and every Department/Organization to assist the Head of the Department/Organization in all vigilance matters. The Chief Vigilance Officers constitute an important link between the organizations concerned and the Central Vigilance Commission. The following procedures have been laid down/evolved in the matter of appointment of CVOs: • Prior approval of the CVC is necessary for appointment of an officer as CVO; • As far as possible, the Chief Vigilance Officers should be from outside the Organization in which he is to be appointed. The initial tenure of full- time CVO in PSUs is for three years extendable by two years in the same organisation with the approval of the Commission or upto a further period of three years on transfer to another PSU on completion of initial tenure of three years in the previous PSU. • In cases where the scale of operation of a particular organization does
196 NSOU CC-PA-03 NSOU CC-PA-03 197 not justify creation of a full-time post, an officer within the organization sufficiently senior in rank to be able to report directly to the Chief Executive or vigilance matters may be considered for such appointments; • The officer to be given additional charge of the post of CVO should not be one whose normal duties involve dealing with matters sensitive from vigilance point of view (like recruitment, purchase, etc.); • Once an officer has worked as CVO in an organization, he should not go back as CVO to the same organization again; • An officer who is appointed from outside as CVO in Central Public Undertaking shall not be permanently absorbed in the same organization on expiry or in continuation of his tenure as CVO in that organization; • The "Vigilance" and "Security" function in an organization should be separated as both the activities are equally demanding and the discharge of "security" functions by a Chief Vigilance Officer only leads to dilution of supervision on vigilance matters. However, an exception has been made in respect of the hotel industry. 3.6 Role and Functions of Chief Vigilance Officer (CVO) Even though detection and punishment of corruption and other malpractices are certainly important, what is more important is taking preventive measures instead of hunting for the guilty in the post corruption stage. Therefore, the role and functions of CVOs can be broadly divided in to two parts, which are (i) Preventive and (ii) Punitive. On the preventive side the CVOs undertake various measures, which include: Examining in detail the existing Rules and procedures of the Organization with a view to eliminate or minimize the scope for corruption or malpractices; identifying the sensitive/corruption prone spots in the Organization; plan and enforce surprise inspections and regular inspections to detect the system failures; maintain proper surveillance on officers of doubtful integrity; ensure prompt observance of Conduct Rules relating to integrity of the officers, like Annual Property Returns, gifts accepted by the officials, benami transactions, relatives employed in private firms or doing private business etc. On the punitive side the CVOs undertake various measures, which include: ensuring speedy processing of vigilance cases at all stages; ensuring that charge-sheet,

198 NSOU CC-PA-03 NSOU CC-PA-03 199 statement of imputations, lists of witness and documents etc. are carefully prepared; eliminating delay in the appointment of the Inquiring Officer, and ensuring that no dilatory tactics are adopted by the accused officer or the Presenting Officer; to see that proper assistance is given to the C.B.I. in the investigation of cases entrusted to them or started by them; ensuring that cases against the public servants on the verge of retirement do not lapse due to time-limit; take proper and adequate action with regard to writ petitions filed by accused officers. 3.7 Complaint Handling Process of Central Vigilance Commission Complaints can be lodged to the CVC by addressing the written communication/ letter directly to the Commission or on Commission's portal www.portal.cvc.gov.in or through the Commission's website www.cvc.gov.in. Only those complaints which are against officials and organizations within the jurisdiction of the CVC and contain allegations of corruption will be got investigated by the Commission through CBI or CVO of the organization concerned. The CVC may also get a complaint inquired through its own officer under clause (d) of sub section (1) of Section (8) of CVC Act, 2003. The CVC does not entertain anonymous/pseudonymous complaints. However, if a complainant while exposing a case of corruption wants his identity to be kept secret, he/she can lodge a complaint under Public Interest Disclosure and Protection of Informers Resolution (PIDPIR) – popularly known as Whistle Blower Provision. The CVC is mandated not only to maintain the secrecy of the complainant's identity but also provide protection to the complainant against any physical threat, harassment or victimization. Complaint under "Public Interest Disclosure and Protection of Informer" Resolution can be made only by post. The envelope should be super- scribed "PIDPI" or "Whistle Blower" and the complainant should refrain from giving his name on the body of the letter. However, the CVC does not entertain or inquire into

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any disclosure in respect of which a formal and public inquiry has been ordered under the

Public Servants Inquiries Act, 1850, or a matter that has been referred for inquiry under the Commissions of Inquiry Act, 1952. 3.8 Other Significant Measures Undertaken or Commissioned by Central Vigilance Commission CVC has recently commissioned a project to Indian Institute of Management Ahmedabad (IIM-A) to develop an Integrity Index for Central Public Sector
198 NSOU CC-PA-03 NSOU CC-PA-03 199 Undertakings (CPSUs). The scope of the project is to: (a) develop a conceptual understanding of integrity index, (b) develop a methodology to construct an integrity index, (c) implement the same in select twenty five CPSUs / Government agencies, and (d) recommend an ecosystem in CVC to institutionalize the Integrity Index development and implementation. According to CVC, the development of Integrity Index is an important step towards enhancing transparency in public organizations. Organizations tend to correct deviant behavior on ethical values by developing a legal compliance program. This is based on the premises —if it is legal it is ethical. However, legal compliance does not motivate or ensure commitment to moral and ethical values in an organization. An alternative approach is to use integrity as a governing ethics of the organization. Accordingly, a strategy based on the integrity aligns organizations to a more robust standard. Integrity, long term sustainability and profitability are all closely linked and can help public organizations create islands of excellence in the medium to long term while achieving all the objectives. 3.9 Conclusion The Central Vigilance Commission has issued a directive that all Govt. organizations over which the Commission has jurisdiction should publish their tenders and complete bid documents along with the application forms on the website. This is the first step towards e-procurement and would help in curbing malpractices prevailing in various Govt. organizations where competition is sought to be restricted. The directive of the Central Vigilance Commission for introducing e-payment is to leverage technological advances in banking sector for the benefit of rest of the governmental set up. In view of the alarming rise in Bank frauds, the CVC has undertaken a review and analysis of top 100 Banks Frauds, as on 31.03.2017. The findings have been shared with RBI and Department of Financial Services (Ministry of Finance). The Department of Financial Services has circulated the analysis done by CVC amongst all Public Sector Banks and understandably it has benefitted them in developing a rule-based prudent financial structure. 3.10 Summary • Central Vigilence Commission was established on 2nd. February 1974, to advice in organizing planning of Governance' • Initially in 1955 Administrative Vigilence Committee was established for three reasons: a) to assure overall responsibility for the anti-corruption

200 NSOU CC-PA-03 NSOU CC-PA-03 201 measures; b) to provide necessary coordination between departments; c) to ensure sustained action against individual departments and Ministry. • Central Vigilence Commission came into force through promulgation of an ordinance by the President of India. • On 25th. August 1998 Central Vigilence Commission formed through an ordinance, with a special Statutary status. • The Parlimaent or Central Legislature approved the Ordinance in 2003. • Draft Act on CVC sent to President, and President gave his assent on 11th. September 2003. • Central VigilenceCommisttee Act 45, thus came into effect on 2003. • Central Legislature finally authorise the Central VigilenceCommmittee to receive written complaint for discloser of any allegation. 3.11 Glossary • Central Vigilence Commission unitarily recommend disciplinary action against Civil Servant. • Central Vigilence commission has its own jurisdictional power over executive of Central Governement. • Central Vigilence Commission prove into the cases of corruption against Ministers and Members of Parliament. • It can initiate an inquiry or investigation into any complaint against any Public Servant. • It can take over any complaint under its jurisdiction. • It investigate 27 modes of curruption (page 445 of the Act) 3.12 Model Questions • Narrate the historical perspective of framing of Central Vigilence Commission. • Discuss the function of the Central Vigilence Commission • What significant measures are taken by the Central Vigilence Commission on any application for redressal? • Write a briefly the jurisdiction of Central Vigilence Commission.
200 NSOU CC-PA-03 NSOU CC-PA-03 201 • How the Chief Vigilence Officer appoints? • Discuss how the Central Vigilence Commission handles a compliant? • Write any three procedures taken by the Central Vigilence Commission to resolve any complian? • Explain the role of Central Vigilence Commission under Section 25 of CVC Act. • Write a note on IIM Integrity Index case. 3.13 References • "Vigilance as a Management Function – Leveraging Technology", by Balwinder Singh, Additional Secretary, CVC. • Report titled "ANALYSIS OF TOP 100 BANK FRAUDS BY CENTRAL VIGILANCE COMMISSION"; OCTOBER, 2018 COMPLAINT HANDLING POLICY of CVC (as Revised on 01.07.2019) •

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REPORT OF THE Committee on Prevention of Corruption (K. Santhanam Committee Report) under Ministry of Home Affairs (1963). •

White Paper on Integrity Index Development Project, as Commissioned by CVC
202 NSOU CC-PA-03 NSOU CC-PA-03 203 202 Unit - 4 ? Central Bureau of Investigation (CBI) Structure 4.0 Objectives 4.1 Introduction 4.2 Genesis 4.3 Jurisdiction 4.4 Division of Central Bureau of Investigation 4.5 Controversies around the appointment of Director of Central Bureau of Investigation 4.6 Caged Parrot 4.7 Infighting in the Central Bureau of Investigation or CBI vs. CBI 4.8
Conclusion 4.9 Summary 4.10 Glossary 4.11 Model Questions 4.12 References 4.0 Objectives • To understand the Principal investigating units of the
Central Government is the Central Bureau of Investigation. • How Central Bureau of Investigation not only investigates the casuse of any major crime or corruption, it also helps CentralVigilance Commission to detect the root of the corruption. • The 11 Divisions and specialized units. Major of those sections are related with crime, corruption and economic affairs or prosecution and policy making.

202 NSOU CC-PA-03 NSOU CC-PA-03 203 4.1 Introduction Central Bureau of Investigation is basically a Principal investigating agency mainly under the control of Central Government. It has an added responsibiliy of assisting the inquiry of the C.V.C. In 1941 the Government of India by an excutive order, first created a Special Police Establishment. Its major function was to investigate alleged bribery and corruption in War Supply Department. Then it was called DefenceDepartment In 1942 the investigating jurisdiction of Special Police Establishemnt extended to Railway Department. Finally in 1946, it included with Home Department. In 1963 Special Police Establishment became a part of the newly created investigating authority, called Central Bureau of Investigation, which established in 1st. April 1963, as an attached part of the Ministry of Home Affairs. At present it is attached with Ministry of Persnnel, Public Grivances and pension. Its prime duty is to prepare a report, and to make programme for implementing a comprehensive plan of action for vigilent and anti-corruption activities. It has altoghter Eight Divisions; One Unit; One prosecution Directorate and One Laboratories. Name of Eight Divisions are : (a) Anti-corruption Division; (b) Special Crime Divisions; (c) Economic Offence Division; (d) Policy Division; (e) Administrative Division; (f) System Division; (g) co-ordination Division; (h) Training division. Name of the unit is Technical Advisory unit. The Name of the prosecution Directorate is Directorate of Prosecution.The name of the Laboratory is Central Forensiclaboratory. 4.2 Genesis The Central
Bureau of Investigation

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traces its origin to the Special Police Establishment (SPE) which was set up in 1941 by the Government of India. The functions of the SPE then were to investigate cases of bribery and corruption in transactions with the War and Supply Department of India during World War-

II.
Superintendence of the SPE was vested with the responsibility of War Department.

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Even after the end of the War, the need for a Central Government agency to investigate cases of bribery and corruption by Central Government employees was felt. The Delhi Special Police Establishment (DPSE) Act was therefore brought into force in 1946

with a view to investigate serious crimes related to defense of India, corruption in high places, serious fraud, cheating and embezzlement and social crime,

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particularly of hoarding, black-marketing and profiteering in essential commodities,

having all-India and inter-state ramifications.. This Act transferred the superintendence of the SPE to
204 NSOU CC-PA-03 NSOU CC-PA-03 205
the Home Department and its functions were

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enlarged to cover all departments of the Govt. of India. The jurisdiction of the DSPE extended to all the Union Territories and could be extended also to the States with the consent of the State

Government concerned. The

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DSPE acquired its popular current name, Central Bureau of Investigation (CBI), through a Home Ministry resolution dated 01.04.1963.

Initially the offences that were notified by the Central Government related only to corruption by Central Govt. servants was investigated by CBI. In due course, with the setting up of a large number of public sector undertakings, the employees of these undertakings were also brought under CBI purview. Similarly, with the nationalization of the banks in 1969, the Public Sector Banks and their employees also came within the ambit of the CBI. From 1965 onwards, the CBI has also been entrusted with the investigation of economic offences and important conventional crimes on a selective basis. The SPE initially had two Wings. They were the General Offences Wing (GOW) and Economic Offences Wing (EOW). The GOW dealt with cases of bribery and corruption involving the employees of Central Government and Public Sector Undertakings. The EOW dealt with cases of violation of various economic/fiscal laws. Under this set up, the GOW had at least one Branch in each State and the EOW in the four metropolitan cities, i.e, Delhi, Madras, Bombay and Calcutta. These EOW Branches dealt with offences reported from the Regions, i.e, each Branch had jurisdiction over several States. As the CBI, over the years, established a reputation for impartiality and competence, demands were made on it to take up investigation of more cases of conventional crime. Apart from this, even the Supreme Court and the various High Courts of the country also started entrusting such cases for investigation to the CBI on petitions filed by aggrieved parties. It was therefore decided in 1987 to constitute two investigation divisions in the CBI, namely, Anti-Corruption Division and Special Crimes Division, the latter dealing with cases of conventional crime, besides economic offences. 4.3 Jurisdiction The CBI is not a statutory body.

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The legal powers of investigation of the CBI are derived from the DSPE Act 1946, which confers powers, duties, privileges and liabilities on the Delhi Special Police Establishment (CBI) and officers of the Union Territories. The central government may extend to any area (except Union Territories) the powers and jurisdiction of the CBI for investigation, subject to the consent of 204

NSOU CC-PA-03 NSOU CC-PA-03 205 the government of the concerned state.
Law and order being a state responsibility as “police” is a State subject, the jurisdiction to investigate crime lies with the state police exclusively. However,

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the High Courts and the Supreme Court have the jurisdiction to order a CBI investigation into an offence alleged to have been committed in a state without the state's consent, according to a five-judge constitutional bench of the Supreme Court (in Civil Appeals 6249 and 6250 of 2001) on 17 Feb 2010. After the

passage of the Lokpal and Lokayuktas Act, 2013,

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Lokpal will have power of superintendence and direction over any central investigation agency including CBI for cases referred to them by

the Lokpal.
The Lokpal Act also stipulates that the Director of Prosecution, CBI will be appointed by the Central Government on the recommendation of the Chief Vigilance Commissioner for a period of not less than two years.

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Transfer of officers of CBI investigating cases referred by Lokpal cannot be effected without the approval of Lokpal.

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The CBI being a Union subject may investigate: I. Offences against central-government employees, or concerning affairs of the central government and employees of central public-sector undertakings and public-sector banks. II. Cases involving the financial interests of the central government. III. Breaches of central laws enforceable by the Government of India. IV. Major fraud or embezzlement; multi-state organized crime. V. Multi-agency or international cases.

CBI can take over the investigation of a criminal case registered by the State Police in the following situations (i) The concerned State Government makes a request to that effect and the Central Government agrees to it (Central Government generally seeks comment of CBI before deciding upon the request of the State) (ii) The State Government issues notification of consent under section 6 of the DSPE Act and the Central Government issues notification under section 5 of the DSPE Act (iii) The Supreme Court or High Courts orders CBI to take up such investigations. As per section 2 of the DSPE Act, CBI can suo-moto take up investigation of offences notified in section 3 only in the Union Territories. Taking up investigation by CBI in the boundaries of a State requires prior consent of that State as per Section 6 of the DSPE Act.
206 NSOU CC-PA-03 NSOU CC-PA-03 207 Recently, much controversy had been created over the withdrawal of 'general consent' for CBI investigation by the states of Andhra Pradesh and West Bengal, and the streets of Kolkata had witnessed confrontation between state police and CBI officials over jurisdictional issues. Though the matter of a federal crisis reached the Supreme Court and a working truce was achieved between the two units, drawing of jurisdictional boundaries between CBI and state police remain an unfinished agenda. While the premier investigation agency have been deeply mired in political controversy as a result, it is desirable that all anti-corruption and law enforcement agencies work in tandem to tackle the menace of corruption effectively. The International Police Criminal Organization (ICPO or Interpol) has emerged as an important institution for strengthening cooperation amongst law enforcement agencies of various countries. As Interpol of India, CBI acts as an interface between the law enforcement agencies of India and other countries to ensure such cooperation. It facilitates exchange and sharing of information by these agencies. It also gets the red notices of the fugitive criminals, wanted in India, published. Besides above it also plays a role in negotiation and finalization of Mutual Legal Assistance Treaties (MLATs) and Extradition Treaties between India and other countries. CBI also facilitates execution of Letter of Requests for Investigation in India and out of India. 4.4 Divisions of Central Bureau of Investigation (CBI) CBI has grown into a multidisciplinary investigation agency over a period of time. Today it has the following three divisions for investigation of crime. (i) Anti-Corruption Division - for investigation of cases under the Prevention of Corruption Act, 1988 against Public officials and the employees of Central Government, Public Sector Undertakings, Corporations or Bodies owned or controlled by the Government of India - it is the largest division having presence almost in all the States. (ii) Economic Offences Division - for investigation of major financial scams and serious economic frauds, including crimes relating to fake Indian currency notes, Bank frauds and cyber-crime. (iii) Special Crimes Division - for investigation of serious, sensational

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and organized crime under the Indian Penal Code and other laws on the requests of State Governments or on the orders of the Supreme Court and High Courts.

The laws under which CBI can investigate Crime are notified by the Central Government under section 3 of the DSPE Act.
206 NSOU CC-PA-03 NSOU CC-PA-03 207 4.5 Controversies around the appointment of Director of CBI

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The CBI is headed by a Director. He is assisted by a Special Director or an Additional Director. Additionally, it has a number of joint directors, deputy inspector generals, superintendents of police and all other usual ranks of police personnel.

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Director of CBI as Inspector-General of Police, Delhi Special Police Establishment, is responsible for the administration of the

organization. With the enactment of Central Vigilance Commission Act, 2003, the superintendence of Delhi Special Police Establishment vests with the Central Government save investigations of offences under the Prevention of Corruption Act, 1988, in which, the superintendence vests with the Central Vigilance Commission.

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The Director of CBI has been provided security of two-year tenure

in office by the CVC Act, 2003 (Vineet Narain Case). In Vineet Narain&Othrs v Union of India AIR 1996 SC 3386, the Supreme Court ruled that the Central Vigilance Commission should have a supervisory role over the CBI. The Court agreed that the CBI had failed in its responsibility to investigate allegations of public corruption. It laid down guidelines to ensure independence and autonomy of the CBI and ordered that the CBI be placed under the supervision of the Central Vigilance Commission (CVC), an independent governmental agency intended to be free from executive control or interference. This directive removed the CBI from the supervision of the Central Governmentthought to be partly responsible for the inertia that contributed to the CBI's previous lack of urgency with respect to the investigation of high-ranking officials. The Court in this case had struck down the validity of a directive issued by the Ministries and Departments in the Central Government that required the CBI to seek approval of the Central Government before pursuing investigation against bureaucrats of the level of Joint Secretary and above on grounds that it violated the independence of the investigative process. However, the Central Vigilance Commissioner Act, 2003, reinstated this requirement. This directive was again struck down by the Supreme Court in the course of another judgment in 2014 on the basis that it violated the right to equality guaranteed by the Constitution. Before the Lokpal Act was legislated, the CVC Act, 2003 used to provide the mechanism for the selection of the Director of CBI and other officers of the rank of SP and above in the CBI. Now, the Lokpal Act, 2013 governs the appointment of the CBI director. The amended Delhi Special Police Establishment Act 1946 (as amended through The Lokpal and Lokayuktas

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Act, 2013) empowers an Appointment Committee to appoint the director of CBI. The committee consists the following dignitaries: 208 NSOU CC-PA-03 NSOU CC-PA-03 209 1. Prime Minister – Chairperson 2. Leader of Opposition of Loksabha – Member (LOP) 3. Chief Justice of India or a Supreme Court Judge recommended by the

CJI – Member.
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the absence of a formal Leader of Opposition in the Lok Sabha, the leader of the

floor of the largest opposition party takes part in the search committee meetings. The process of selecting the CBI director begins in the Home Ministry, which prepares a list of IPS officers, who are eligible for the post on the basis of their seniority and experience in the field of probe.The Home Ministry list goes to the Department of Personnel, which prepares the final list on the

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basis of "seniority, integrity and experience in the investigation of ant-corruption cases". 4.6

Caged Parrot The Supreme Court had raised questions on the CBI's independence while hearing the Coalgate scam case, and had called it a "caged parrot speaking in its master's voice". It was revealed before the Court that a classified enquiry report of the CBI in the Court-monitored investigation had an unauthorized accessed by a Union Minister. The Supreme Court had then asked the Centre to make the CBI impartial and said it needs to be ensured that the CBI functions free of all external pressures. In response, the Central Government had filed an affidavit saying that the CBI director would
be appointed by a collegium comprising

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of the Prime Minister, Chief Justice of India and Leader of the Opposition. The

CBI director cannot be appointed or removed without the consent of this collegium, it assured the Supreme Court. As per the affidavit, the CBI director can be removed before expiry of fixed tenure of minimum two years on the ground of misbehaviour only. But the President can issue such an order only after an inquiry. It also stated that there will be an accountability commission headed by three retired Supreme Court or High Court judges which will look into cases of grievances against the CBI director. Eventually the Lokpal and Lokayukta Act, 2013 has incorporated the conditions stated in the said affidavit and indeed a collegium comprising

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of the Prime Minister, Chief Justice of India and Leader of the Opposition

has exercised its power to appoint the Director of the CBI in the subsequent period. However, the debates around the independence (or the lack of it) of the CBI has refused to die in popular nomenclature, and the 'caged parrot' remark has returned to create a political furore over every high- profile investigation by the CBI involving political personalities in the subsequent

208 NSOU CC-PA-03 NSOU CC-PA-03 209 years. As a result, the image of the CBI as an impartial agency has been damaged irreversibly and the main anti-corruption agenda has somewhat been lost in the political conundrum. 4.7 Infighting in the Central Bureau of Investigation or CBI vs. CBI Murky and ugly details of an embattled CBI came out in the open in July, 2018 when the CBI told the Central Vigilance Commission (CVC) that special director Rakesh Asthana was not authorized to represent director Alok Verma in the search committee meetings. The fight became a full blown war by mid-October, 2018 when the CBI lodged an FIR against special director Rakesh Asthana on charges of bribery. A week later, the government intervened through a midnight order on October 23, 2018 appointing M. Nageshwar Rao as interim director of the CBI. Director Alok Verma and special director Rakesh Asthana were sent on forced leave. This unprecedented situation certainly revealed that all is not well in the top echelons of the CBI and it was known to authorities under whose jurisdiction the agency functions. In-house mechanisms to probe complaints against CBI personnel accused of bribery in pursuit of cases was put under severe scrutiny which eventually threatened to engulf the very credibility of the CBI. Former head of Bureau of Police Research, N.R. Wassan, who had a stint in the CBI, termed the quagmire as a "culminated result of decline in its overall functioning and standards of probity that started few years ago. The successive Directors, some of whom have been under a cloud, failed to stem the rot so much so that some insiders believe that the corruption in the organization at various levels has reached alarming proportions and will require a massive purge and overhaul to restore its original glory." 4.8 Conclusion While anti-corruption activism in India has seen both upswing and downswing in the past decade, the CBI vs. CBI infighting has bared the filth hiding beneath the facade. An agency battling to recover lost reputation in a politically charged milieu has no graver danger than an infighting which exposes its very credibility. The purge by the government may have diverted the popular attention, but the stain on CBI has become permanent. Sadly, this has potential for far-reaching consequences in the fight against corruption in India. 210 NSOU CC-PA-03 NSOU CC-PA-03 211 4.9 Summary • Central Bureau of Investigation, is given the charge of number of cases for investigation. But it utterly suffers from the shortage of Staff. • The disproporsion of number of cases and number of avilable staff is in relity the bar to the successful and sustainable investigation. • The Central Bureau of Investigation generally used to unveil the corruption at the Government level, specially of upper ranking officials. For this generally Central Bureau of Investigation get minimum time to investigate at the lower level of the Government officials. • Commonly it is believed that C.B.I officials are closely related with the high ranking Officers. Even they have a collegial unity among them. For that it is alleged that C.B.I , in case of any high level investigation either maintain tactical silence and abstain them to go deep into the issue, or silently sustain the unofficial obstruction made by the Ministers of top level office members. • The investing authority initially requires permission from the Central Government before undertaking any investigation. The Central Government use that powers to handle C.B.I. to serve their political purpose and planning. Accordingly the Government controls the steering of the C.B.I.'s proactivity either to activate or to inactivate their initiative of inquiry. • This steering ability of the Central government is frequently used by the Cabinet of Ministry to balance its political dominance. 4.10 Glossary • C.B.I : Non judicial body which investigate the corruption or crime, and submit reports to administrative department. 4.11 Model Questions • Narrate briefly the controversies around the appoinment of C.B.I. Director. • Why the Central Bureau of Investigation is called "caged Parrot"?
210 NSOU CC-PA-03 NSOU CC-PA-03 211 • Discuss in detail the jurisdiction of Central Bureau of Investigation on which the CBI can investigate? • Discuss briefly the genesis of Central Bureau of Investigation • On which occasion Cenrtral Bureau of Investigation can take the charges of any criminal cases from the State's Police Authority? • Bring out, in short, the incidents of infight within the Central Bureau of Investigation. • How the appointment of C.B.I. Director is made? • How many Divisions are there in the Central Bureau of Investigation? • When the Lokpal can supervise and direct over the Central Bureau of Investigation? 4.12 References • Central Bureau of Investigation, "Annual Report, 2010" ; New Delhi 2010 • Leslie Palmer :"The Central Bureaucracy" ; New Delhi 2017 • Administrative Reform Commission; "Report of the Study Team on Promotion, Conduct, Rules, Displine and Morale", Vol I and II, New Delhi 1967. • Ramesh Thakur : "The Government and politics in India"; London, Macmillan, 1995

212 NSOU CC-PA-03 NSOU CC-PA-03 213 212 Unit - 5 ? Right to Information, Objective, Information Commission – Composition and Role Structure 5.0 Objectives 5.1 Introduction 5.2 Genesis 5.3 Global Agenda 5.4 Meaning of "Information" and "Matter of Rights" 5.5 Information : Exempt from Disclosure 5.6 Working Mechanism of the RTI (Right to Information) Regime 5.7 Composition of Central Information Commission (CIC) and Tenure of Office 5.8 Jurisdiction and Powers of Central Information Commission (C.I.C.) 5.9 Conclusion 5.10 Summary 5.11 Glossary 5.12 Model Questions 5.13 References 5.0 Objectives To understand : • Right to Information Act 2005, designed for setting a "practical regime of Right to Information" for the citizens. • Evaluate the norms of this Act, any citizen may request any information from any public authority. The request is obligatory to the Public authority.
212 NSOU CC-PA-03 NSOU CC-PA-03 213 • How the Publi Authority remain bound to provide the information to the citizen who has made his request, within thirty days from the day of receiving the "request for information". • How some Members lodged their protest against the implementation of this Act. But Supreme Court, in State of U.P. Vs. Rajasthan Case, ruled out those challenges, stating that Information is inherent in the right to freedom of speech and expression, guranted in Art 19 of the Constitution. 5.1 Introduction The basic purpose of RTI Act are to : (a) foster the democratic value; (b) People's participation in Governmental decision; (c) Combating the corruption and misuse of power; (d) to augment the responsibility of the Government to inform the people, the reason and rational of its decision for necessary rectification if necessary; (e) to ensure the exchange of opinion of the Government with the people. The Act is important because it helps to ensure the transparency, accountability of the Representative Government to the people. This act actually synthesise the Democratic administration and effective performance of the Government. This synthesisation is important because it creats an ambiance of good Governance. To enhancement of efficiencies and competencies of the Government, is considered as the basic focus of New Public Management. In modern age people who are interested to establish and activate their right in decision making process, always require proper information regarding functioning of the Government. Thus they use information regarding governmental activities. With this they participate in the process at least indirectly. Logically therefore, "People's governance emerges, only when the Representatives assured the good governance". 5.2 Genesis In 1982 the Supreme Court of India, hearing a matter relating to the transfer of judges, held that the right to information was a fundamental right under the Indian Constitution. The judges stated that :
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The concept of an open Government is the direct emanation from the right to know which seems implicit in the right of free speech and expression guaranteed under Article 19(1)(a).

Therefore, disclosures of information in regard to

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the functioning of Government must be the rule, and secrecy an exception justified only where the strictest requirement of public interest so demands.

The approach of the Court must be to attenuate the area of secrecy as much as possible consistently with the requirement of public interest, bearing in mind all the time that disclosure also serves an important aspect of public interest," (SP Gupta & others vs The President of India and others, 1982, AIR (SC) 149, p. 234). From the early 1990s, the Mazdoor Kisan Shakti Sangathan (MKSS) started a grassroots movement in the villages of Rajasthan, demanding access to government information on behalf of the wage workers and small farmers who were often deprived of their rightful wages or their just benefits under government schemes. The MKSS transformed what was till then mainly an urban idea pushed by a few activists and academics, into a mass movement that quickly spread not only across the state of Rajasthan but also to other parts of the country. It was mainly as a result of this rapid spread of the demand for transparency that the need to have a national body, that coordinated and oversaw the formulation of a national RTI legislation, began to be felt. In August, 1996, a meeting was convened at the Gandhi Peace Foundation in New Delhi where

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the National Campaign for People's Right to Information (NCPRI) was

formed. The NCPRI and the Press Council of India formulated the initial draft, under the guidance of Justice P.B. Sawant, retired judge of the Supreme Court of India and Chairman of the Press Council. The draft was then presented to the Government of India which set up another committee. This committee came up with a somewhat watered down version of the act in 1997. This draft was further amended and introduced in Parliament, in 2000, as the Freedom of Information Bill. Soon after, the Freedom of Information Bill was introduced in Parliament, in 2000, it was referred to a select committee of Parliament, which invited comments from the public. In the National Democratic Alliance (NDA) regime, the Bill was passed by Parliament, with almost no amendments or changes, in December 2002. Essentially, the five indicators of a strong transparency law can be seen to be minimum exclusions, mandatory
214 NSOU CC-PA-03 NSOU CC-PA-03 215 and reasonable timelines, independent appeals, stringent penalties and universal accessibility. The 2002 Act failed on most of these counts. It excluded a large number of intelligence and security agencies from the ambit of the Act, it had no mechanism for independent appeals and prescribed no penalties for violation of the Act. Soon after the United Progressive Alliance (UPA) government, came to power in 2004. The National Advisory Council was formed. The National Advisory Council (NAC) of this regime had, a good number of members, many who had either been central to the RTI movement or were sympathetic to its demands. This led to the NAC recommending to the Government of India the enactment of an RTI Bill that had been drafted by civil society groups and adopted by the NAC. The passage of the Bill was not smooth and there were many ups and downs, but finally in May 2005 the Indian Parliament passed the RTI Act, which got the assent of the President of India in June 2005. 5.3 Global Agenda UNESCO has been designated by the UN General Assembly as the custodian agency for global monitoring of part of the Sustainable Development Goal target 16.10.2 in terms of which all countries should ensure ''public access to information and protect fundamental freedoms, in accordance with national legislation and international agreements. Since 2016 UNESCO marks 28 September as the "International Day for Universal Access to Information" (IDUAI), following adoption of the 38 C/Resolution 57 declaring 28 September of every year as International Day for Universal Access to Information (IDUAI). As per Transparency International, globally approximately 120 countries have right to information laws. In some countries these laws are appreciable, while in others, the laws either don't exist or need significant improvements. 5.4 Meaning of 'Information' and 'Matter of Right's' The basic object of the Right to Information Act is to empower the citizens, to promote transparency and accountability in the working of the Government, to contain corruption, and to enhance people's participation in democratic process thereby making our democracy work for the people in a real sense. It goes without saying that
216 NSOU CC-PA-03 NSOU CC-PA-03 217 an informed citizen is better equipped to keep necessary vigil on the instruments of governance and make the government more accountable to the governed. Section 2 (f) of the RTI Act treats information as any material in any form, including records, documents, memos, e-mails, opinions, advices, press releases, circulars, orders, log book, contracts, reports, papers, samples, models, data material held in any electronic form and information relating to any private body which can be accessed by a public authority under any other law for the time being in force. A "public authority" is defined as any authority or body or institution of self- government established or constituted by or under the Constitution; or by any other

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law made by the Parliament or a State Legislature; or by notification issued

or order made by the Central Government or a State Government. The bodies owned, controlled or substantially financed by the Central Government or a State Government are also public authorities. Non-Government organizations substantially financed by the Central Government or a State Government also fall within the definition of public authority. The Act does not define substantial financing. Public authorities have designated some of its officers as Public Information Officers. They are responsible to give information to a person who seeks information under the RTI Act. A citizen has a right to seek such information from a public authority which is held by the public authority or which is held under its control. This right includes inspection of work, documents and records; taking notes, extracts or certified copies of documents or records; and taking certified samples of material held by the public authority or held under the control of the public authority. It is important to note that only such information can be supplied under the Act that is available and existing and is held by the public authority or is held under the control of the public authority. The Public Information Officer is not supposed to create information that is not a part of the record of the public authority. The Public Information Officer is also not required to furnish information which require drawing of inference and/or making of assumptions; or to interpret information; or to solve the problems raised by the applicants; or to furnish replies to hypothetical questions. The Act does not require the Public Information Officer to deduce some conclusion from the 'material' and supply the 'conclusion' so deduced to the applicant. It means that the Public Information Officer is required to supply the 'material' in the form as held by the public authority, but not to do research on behalf of the citizen to deduce anything from the material and then supply it to him.
216 NSOU CC-PA-03 NSOU CC-PA-03 217 5.5 Information Exempt from Disclosure The RTI Act has over-riding effect vis-à-vis other laws. It implies that if any of the provisions of the RTI Act are not consistent with any other law for the time being in force including the Official Secrets Act, 1923, the provisions of the RTI Act would have effect. Sub-section (1) of section 8 and section 9 of the Act enumerate the types of information which is exempt from disclosure. Sub-section (2) of section 8, however, provides that information exempted under sub-section (1)

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or exempted under the Official Secrets Act, 1923 can be disclosed if public interest in disclosure overweighs the harm to the protected interests. The information

which, in normal course, is exempt from disclosure under subsection (1) of Section 8 of the Act,

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would cease to be exempted if 20 years have lapsed after occurrence of the incident to which the information relates.

However, the following types of information would continue to be exempt and there would be no obligation, even after lapse of 20 years, to give any citizen- (i) Information, disclosure of which would prejudicially affect the sovereignty and integrity of India, the security, strategic, scientific or economic interest of the State, relation with foreign state or lead to incitement of an offence; (ii) Information, the disclosure of which would cause a breach of privilege of Parliament or State Legislature; (iii) Cabinet papers including records of deliberations of the Council of Ministers, Secretaries and other Officers subject to the conditions given in proviso to clause (i) of sub-section (1) of Section 8 of the Act. Third party information including commercial confidence, trade secrets or intellectual property, the disclosure of which would harm the competitive position of a third party, is exempt from disclosure. Third party in relation to the Act means a person other than the citizen making a request for information. Such information should not be disclosed unless the competent authority is satisfied that larger public interest warrants the disclosure of such information. If third party has treated that information as confidential then third party should be given full opportunity to put his case for non-disclosure if he desires that the information should not be disclosed. If an

218 NSOU CC-PA-03 NSOU CC-PA-03 219 appeal has been filed by the third party against the decision of the Public Information Officer to disclose the third party information, the information should not be disclosed till the appeal is decided. Intelligence and security organizations specified in the Second Schedule to the RTI Act, 2005 are exempt from furnishing information under the Act. However, this exemption does not apply if the requested information pertains to the allegations of corruption and human rights violations. 5.6 Working Mechanisms of the RTI Regime Public authorities are the repository of information which the citizens have a right to access under the Right to Information Act, 2005. The Act casts important obligations on public authorities so as to facilitate the citizens of the country to access the information held under their control. Government may prescribe categories of information to be published by any public authority. It need be stressed that publication of the information as referred to above is not optional. It is a statutory requirement which every public authority is bound to meet. The mandate for suo motu or voluntary disclosure of information through website and other medium is contained in Section 4(1)(b) of the Act. This section has now emerged as the focal point at which most disclosure related efforts of the Public Authorities converge. As per the mandate of the Act, every public authority is required to designate Public Information Officers (PIOs) and Assistant Public Information Officers in all the administrative units or offices under it. All public authorities with more than one PIO should create a RTI Cell within the organization to receive all the RTI applications and first appeals and to route them to the concerned PIOs/First Appellate Authority (FAAs). The first Appellate Authority has a very important role under the RTI Act, 2005. The independent and judicious examination of appeals by the First Appellate Authorities (FAAs) would lead to higher satisfaction to the appellants. This would, in turn, result in less number of second appeals to the Information Commission. A citizen, who desires to obtain any information under the Act, should make an application to the Public Information Officer of the concerned public authority in writing in English or Hindi or in the official language of the area in which the application is made. He should make payment of application fee at the time of submitting the application as prescribed in the RTI Rules, 2012.
218 NSOU CC-PA-03 NSOU CC-PA-03 219 Sub-section (8) of Section 7 of the RTI Act provides that where a request for information is rejected, the Public Information Officer shall, inter-alia, communicate the particulars of the Appellate Authority to the person making the request. If the applicant does not receive information or decision about rejection of request or communication about payment of additional fee within the specified time, he can make an appeal to the First Appellate Authority. Appeal can also be made if the applicant is aggrieved by the decision of the Public Information Officer regarding supply of information or the quantum of fee decided by the Public Information Officer. The applicant may prefer the first appeal within thirty days from the expiry of such period or from the receipt of such a decision of the Public Information Officer. The first appellate authority should dispose off the appeal within 30 days of receipt of the appeal. If the first appellate authority fails to pass an order on the appeal within the prescribed period or if the appellant is not satisfied with the order of the first appellate authority, he

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may prefer a second appeal with the Information Commission within ninety days from the date on which the decision should have been made by the first appellate authority or was actually received by the appellant.

Where the Information Commission at the time of deciding any complaint or second appeal is of the opinion that the PIO has without any reasonable cause, refused to receive an application for information or has not furnished information within the time specified or malafidely denied the request for information or knowingly given incorrect, incomplete or misleading information or destroyed information which was the subject of the request or obstructed in any manner in furnishing the information, it shall impose a penalty of two hundred and fifty rupees each day till application is received or information is furnished subject to the condition that the total amount of such penalty shall not exceed twenty-five thousand rupees. The Public Information Officer shall, however, be given a reasonable opportunity of being heard before any penalty is imposed on him. While the clause of monetary penalty does make RTI a potent law, section 21 of the Act does provide some immunity cover to PIOs and FAAs in stating that

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no suit, prosecution or other legal proceeding shall lie against any person for anything which is in good faith

done. A Public Information Officer should, however, note that it would be his responsibility to prove that his action was in good faith.
220 NSOU CC-PA-03 NSOU CC-PA-03 221 5.7 Composition of Central Information Commission (CIC) and Tenure of Office Under the provision of Section-12 of RTI Act, 2005 the Central Government shall, by notification in the Official Gazette, constitute a body to be known as the Central Information Commission. The Central Information

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Commission shall consist of the Chief Information Commissioner (CIC) and such number of

Central Information Commissioners not exceeding 10 as may be deemed necessary. Section 12(5) of the RTI Act 2005 provides that

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the Chief Information Commissioner and Information Commissioners shall be persons of eminence in public life with wide knowledge and experience in law, science and technology, social service, management, journalism, mass media or administration and governance.

Section 12(6) of the RTI Act 2005 provides that Chief Information Commissioner or an Information Commissioner

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shall not be a Member of Parliament or Member of the Legislature of any State or Union Territory as the

case may be, or

50%	MATCHING BLOCK 364/369	SA	vivek chandel 2 august.docx (D110950439)

hold any other office of profit or connected with any political party or carrying on any business or pursuing any profession.

Section 13 of the RTI Act 2005 had provided that the Chief Information Commissioner (CIC)

97%	MATCHING BLOCK 365/369	SA	h14739.pdf (D110820429)

shall hold office for a term of five years from the date on which he enters upon his office and

shall not be eligible for reappointment. Also Section 13(2) of the RTI Act 2005 had originally provided that the Information Commissioner (IC)

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shall hold office for a term of five years from the date on which he enters upon his office and

shall not be eligible for reappointment as such Information Commissioners provided. However, the Right to Information (Amendment) Act, 2019 has modified the terms of office for CIC and IC. The original Act allowed a five year term or until the age of 65, whichever is earlier. The amendment proposes that the appointment will be "

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for such term as may be prescribed by the central government."

In the original Act, the Chief Information Commissioner (CIC) was paid as much salary as the Chief Election Commissioner and the Information Commissioners were paid as much salary as Election Commissioners. The amendment provides for salaries to be "prescribed by the Centre". The Central Information Commission has been constituted with effect from 12- 10-2005 under the Right to Information Act, 2005. The jurisdiction of the Commission 220 NSOU CC-PA-03 NSOU CC-PA-03 221 extends over all Central Public Authorities. The Commission has certain powers and functions mentioned in sections 18, 19, 20 and 25 of the RTI Act, 2005.These broadly relate to adjudication in second appeal for giving information; direction for record keeping, suo-motu disclosures receiving and enquiring into a complaint on inability to file RTI etc., imposition of penalties and Monitoring and Reporting including preparation of an Annual Report. The decisions of the Commission are final and binding. 5.8 Jurisdiction and Powers of Central Information Commission (CIC) As Second Appellate Authority, the Commission has jurisdiction over all public authorities under Government of India which are established, constituted, owned, controlled and substantially financed by funds provided directly or indirectly by the Central Government or the Union territory administration including NCT of Delhi. These include all Ministries/Departments, Public Sector Undertakings under the Government of India. Central Information Commission does not have jurisdiction over a State Information Commission nor a complaint or appeal can be filed in this Commission against an order of a State Information Commission. A second appeal under section 19 (3) of the RTI Act, 2005 is filed against an order of the FAA in a public authority or when the FAA does not make a decision within the specified time. A complaint under section 18 of the Act may be filed directly on the grounds mentioned in sub-section (1) of this section. The main difference between a complaint and a second appeal is that in the case of an appeal, this Commission may pass orders directing the CPIO to provide the requested information to the appellant in appropriate cases whereas such orders cannot be passed while dealing with a complaint. In any appeal proceedings, the onus to prove that a denial of a request was justified shall be on

100%	MATCHING BLOCK 368/369	SA	Citizen and Administration- Redressal of Publi ... (D111621822)

the Central Public Information Officer or State Public Information Officer,

as the case may be, who denied the request. In its decision, the Central Information Commission or State Information Commission, as the case may be, has the power to— (a) require the public authority to take any such steps as may be necessary to secure compliance with the provisions of this Act, including—
222 NSOU CC-PA-03 NSOU CC-PA-03 223 • by providing access to information, if so requested, in a particular form; • by appointing

100%	MATCHING BLOCK 369/369	SA	n5.docx (D60579545)

a Central Public Information Officer or State Public Information Officer,

as the case may be; • by publishing certain information or categories of information; • by making necessary changes to its practices in relation to the maintenance, management and destruction of records; • by enhancing the provision of training on the right to information for its officials; • by providing it with an annual report in compliance with clause (b) of sub-section (1) of section 4; (b) require the public authority to compensate the complainant for any loss or other detriment suffered; (c) impose any of the penalties provided under this Act; (d) reject the application. Where the Central Information Commission or State Information Commission, is satisfied that there are reasonable grounds to inquire into the matter, it may initiate an inquiry in respect thereof. The Central Information Commission or State Information Commission, shall, while inquiring into any matter under this section, have the same powers as are vested in a civil court while trying a suit under the Code of Civil Procedure, 1908. Notwithstanding anything inconsistent contained in any other Act of Parliament or State Legislature, as the case may be, the Central Information Commission or the State Information Commission may, during the inquiry of any complaint under RTI Act, examine any record to which the RTI Act, 2005 applies which is under the control of the public authority, and no such record may be withheld from it on any grounds. 5.9 Conclusion While the initial premise of the RTI regime seemed groundbreaking, there has to be some frank and honest assessment of the dispensation in has entailed. Many stumbling blocks have emerged in the operational aspect that were hitherto not envisaged, as a result of which the RTI story is not shining anymore.
222 NSOU CC-PA-03 NSOU CC-PA-03 223 Studies conducted by RTI Assessment and Advocacy Group (RAAG) and Samya-Centre for Equity Studies (CES)exhibit some startling pictures. Their research finds there is poor awareness about the RTI Act, worse in rural areas than in urban areas. In 64% of the rural Focus Group Discussions (FGDs) and 62% of urban FGDs, no participant had heard of the RTI Act. The participation of women in the RTI process, especially as applicants, has been minimal, with a national average of 8%. Except for first appeals filed with the central government or Delhi government, there is less than 4% chance of getting any information by filing a first appeal. Applicants, especially from the weaker segments of society, are often intimidated, threatened and even physically attacked when they go to submit an RTI application, or as a consequence of their submitting such an application. In some cases there is resentment among PIOs as they have to deal with a large number of RTI applications in addition to their normal work. One major constraint faced by PIOs is the poor state of record management in most public authorities. Nearly 45% of the PIOs have not received any training on the RTI Act. There are huge and growing delays in the disposal of cases in many of the information commissions, with pendency of cases growing every month. The main reasons behind the delays seem to be the paucity of commissioners in some of the commissions. A Commonwealth Human Rights Initiative (CHRI) report titled "State of Information Commissions and the Use of RTI Laws in India" (March, 2018) concurs on the above findings and offers some negative perspectives. By 2018 a total of 153 posts of Information Commissioners (including the Chief Information Commissioners) had been created across the country (including the JKSIC). The report finds that there are 146 posts of Chief Information Commissioners and Information Commissioners created across the country of which more than 25% of the posts (Chief ICs and ICs) are lying vacant. Almost 90% of the Information Commissions (25 of 28) are headed by retired civil servants and more than half (53.6%) of the Chief Information Commissioners are retired IAS officers. While the volume of RTI applications received by all reporting jurisdictions between 2005-2017 has gone up to 2.23 crores, the report also notes that despite the Central RTI Act being in existence for more than 13 years and the J&K RTI Act being in existence for more than 9 years, the proportion of RTI users has not risen to even 0.5% of the population or even 1% of the electorate.

224 NSOU CC-PA-03 NSOU CC-PA-03 225 The blame for mixed results of the RTI regime should not be put to awareness issues or structural constraints alone. Government offices/Public Authorities have failed the system. A Transparency Audit of Disclosures u/s 4 of the Right to Information Act, commissioned by the Central Information Commission, reveals that certain vital information is not voluntarily disclosed on the official websites of the different government departments. The missing information falls in the following categories: • Decision-making process, the delegation of powers, duties, and responsibilities of officials and the system of compensation paid to them; • Information relating to consultation with public on the proposed major policy decisions, as required, are not available; • Minutes of meetings of various committees and boards, details of the relevant Acts, rules, instruments, manuals, office orders, custodians of various categories of documents held by the organization; • Policy on transfer and posting of senior officers deployed at important and sensitive places; • RTI applications and appeals received and their responses, details of Public Information Officers, Appellate Authority, Nodal Officer and other facilities available to citizens for obtaining information; • Details of domestic and foreign visits undertaken by the senior officials; • Details of the mechanism to redress grievances of affected persons, mainly employees, clients, and customers; • Discretionary and Non-discretionary Grants and details of the beneficiaries of subsidy; • Criteria/for allocation and utilization of CSR funds by the Public Sector Enterprises; • Sources and methods of funding political parties or identification of donors; and,Details about Public-Private Partnerships and outcomes of sucventures

224 NSOU CC-PA-03 NSOU CC-PA-03 225 5.10 Summary • The RTI Act empowered every citizen to ask question either to the Government or to any Institution established by the Act of Central or State Legislature. • This is to be noted that World bank, The European Union, and the United national Development Programme, have adopted RTI Act as a part of their Governmental Policy. • RTI Act effectively ensure the public participation in decision making process of the Government. • It is an effective weapon of public to combat with corruption and malpractices.. • This act directoly make the Government accepted to the Public. • It enables the Government to become transperant, and accoutable to the society. • Credit of pressurizing for enactment and spreading the RTI Act movement goes to Mazdoor Kisan Shakti Sangathan under the leadership of Arun Roy. • RTI act was first implemented in 2005. There are number of States like Tamilnadu (1997) ; Goa (1997); Rajasthan (2000) ; Karnataka (2000) ; Delhi (2001) enacted this act in their respective State. • The RTI Act is applicable to all Constitutional authorities, including executive, legislature and judiciary. • It is also applicable to any Institutional Bodies establish or formed by the Act of Parliament and State Legislature. 5.11 Glossary • PIO : Public Information Officer. • APIO : Assistant Public Information Officer. • RTI : Right to Information Act.

226 NSOU CC-PA-03 NSOU CC-PA-03 227 5.12 Model Questions • Discuss in detail the jurisdiction and power of Central Information Commission. • What is Right to Information Act? Discuss the genesis of the Act. • How the RTI Act function to give response to any quiry for information from the public. • Discuss the composition of CIS. • Which information cannot be given or sharedwith the public. • Explain the meaning of Information and what you mean by “matter of Right”? • Write a note ob public authority • What are the provision, that relate with power to secure the compliance with the information 3. What do you mean by missing information. 5.13 References • State of Information Commissions and the Use of RTI Laws in India; Rapid Review 4.0”, by Commonwealth Human Rights Initiative (CHRI); March, 2018. • “Guide on the Right to Information Act, 2005 - updated Version (28th November, 2013)”; issued byMinistry of Personnel, Public Grievances & Pensions Department of Personnel & Training. • Report titled “PEOPLES’ MONITORING OF THE RTI REGIME IN INDIA: 2011-13”, Published by RTI Assessment and Advocacy Group (RaaG) &Samya- Centre for Equity Studies (CES), October, 2014. • “Transparency Audit of Disclosures u/s 4 of the Right to Information Act by the Public Authorities: A Report Submitted to Central Information Commission”, November, 2018.

226 NSOU CC-PA-03 NSOU CC-PA-03 227 • Mathur, Kuldeep; “From Government to Governance: A Brief Survey of the Indian Experience”, National Book Trust, 2018. • Roy, Aruna, with MKSS Collective; “The RTI Story: Power to the People”; Roli Books, 2018.

228 NSOU CC-PA-03 NSOU CC-PA-03 PB NOTES

Hit and source - focused comparison, Side by Side

Submitted text	As student entered the text in the submitted document.
Matching text	As the text appears in the source.

1/369	SUBMITTED TEXT	15 WORDS	78%	MATCHING TEXT	15 WORDS

Indian Administration : The Evolution Indian administration can be traced to the Indus Valley Civilization

INDIAN ADMINISTRATION The earliest reference to ancient Indian administration can be traced to the Indus Valley Civilization.

W https://ddceutkal.ac.in/Syllabus/MA_PUB_ADD/Indian_Administration.pdf

2/369	SUBMITTED TEXT	115 WORDS	99%	MATCHING TEXT	115 WORDS

In the long history of Indian administration, a number of administrative organisations rose and fell. However, there are two basic features of the Indian administrative system which continued right down the ages the importance of the villages as a primary unit and co-ordination between the two opposite trends of centralisation and decentralisation. To put it in a nutshell the present administration is developed since from Vedic period. Abundant sources are available to get a clear picture of the history of Indian administrative system. A lot of information regarding the organisation and functions of Indian administration is obtained from Vedic literature, Buddhist treatises, Jain literature, Dharmasastras, Indian Puranas, Ramayanas, Mahabharata, Manu Smriti, SukraNiti and Arthashastra.

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W http://sdeuoc.ac.in/sites/default/files/sde_videos/SLM-Issues%20in%20Indian%20Administration.pdf

3/369	SUBMITTED TEXT	95 WORDS	96%	MATCHING TEXT	95 WORDS

The first form of the 'State' in India can be traced back to the times of Manu (original name Satyavrata) the first King and progenitor of mankind according to mythological record. People were fed up with anarchy as there was no neutral judge/ arbitrator in between to solve issues of society, and so they appointed Manu as King and paid service fees as taxes for looking after them and ensuring mutual benefit and justice to everyone in society owing to his wisdom and philosophical attitude the King was divine and regarded as descended from God.

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4/369 **SUBMITTED TEXT** 65 WORDS **100%** **MATCHING TEXT** 65 WORDS

Administration and Modern Personnel Administration and Public Administration. (1) Personnel Administration : A system of recruitment was there and job description as well. Salaries were clearly spelled out of ministers and government officials. It also stated a view of job permanency and increment in salary or position (promotion) if the official concerned provided extraordinary service. Personnel were to be 12

Administration and Modern Personnel Administration and Public Administration 1) Personnel Administration : A system of recruitment was there and job description as well. Salaries were clearly spelled out of ministers and government officials. It also stated a view of job permanency and increment in salary or position (promotion) if the official concerned provided extraordinary service. Personnel were to be

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5/369 **SUBMITTED TEXT** 116 WORDS **100%** **MATCHING TEXT** 116 WORDS

transferred from time to time as per Kautilya, because it would avoid corruption and misappropriation of government funds. Removal and tenure of officials and ministers were at the pleasure of the King just like the Governor and Attorney General, etc. hold office at a term that specifies 'pleasure of the President'. (2) Public Administration : The King is the sole source of authority and appoints and dismisses personnel and divides the work of govt. into different ministries under several ministers and officials. Kautilya stresses on the need for specialist and generalist personnel at different levels of administration with full accountability to the King, thus talks about division of labour and coordination between them for efficient administration.

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6/369 **SUBMITTED TEXT** 79 WORDS **93%** **MATCHING TEXT** 79 WORDS

is more about political science that is how to conduct State affairs rather than focusing on the philosophy that underlies it. He is very practical in his approach with a strict focus on morality so that the King's rule and administration are neutral without offending anyone, and also on rationality and an organized as well as efficient way of running a system with a great deal of focus on accountability and honesty and vigilance. In the Mauryan administration, the

is more about political science that is how to conduct State affairs rather than focusing on the philosophy that underlies it. He is very practical in his approach with a strict focus on amorality so that the King's rule and administration are neutral without offending anyone, and also on rationality and an organized as well as efficient way of running a system with a great deal of focus on accountability and honesty and vigilance. 1.6.Mughal Administration: The Mughal administration was the

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7/369	SUBMITTED TEXT	55 WORDS	67%	MATCHING TEXT	55 WORDS

direct control of the central government and 4 to 5 outlying provinces, each under a Viceroy who was responsible to the Central Government. The provinces had considerable autonomy in this "feudal- federal type" of organisation. Provinces were divided into districts and districts into villages with a whole lot of officials in charge at various levels..

direct control of the central government and four to five outlying provinces (States), each under a Governor or viceroy responsible to the central government. The provinces possessed a good amount of autonomy in this feudal-federal type of organisation. Provinces were further divided into districts, districts into rural and urban centres with a whole lot of officials in charge at various levels.

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8/369	SUBMITTED TEXT	70 WORDS	95%	MATCHING TEXT	70 WORDS

Ramayana and Mahabharata. Later Vedic times it goes to portray the role of the King as the sole of administration are being helped by his principal officers who were the Purohit and Senani where the Purohit (Priest) wielded much more authority than the kshatriya (Warrior clan) kings. Other figures of administration were Treasurer, Steward, Spies and Messengers, Charioteer, Superintendent of Dices. This is also mentioned in Manu Smriti and SukraNiti. 1.3

Ramayana and Mahabharata/Later Vedic times it goes to portray the role of the King as the whole and sole of administration being helped by his principal officers who were the Purohit and Senani where the Purohit (Priest) wielded much more authority than the kshatriya (Warrior clan) kings. Other figures of administration were Treasurer, Steward, Spies and Messengers, Charioteer, Superintendent of Dices. This is also mentioned in the Manu Smriti and SukraNiti.

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9/369	SUBMITTED TEXT	13 WORDS	87%	MATCHING TEXT	13 WORDS

much attention to social services of health and welfare as also morals

much interest to social services of health and welfare as also morals

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10/369	SUBMITTED TEXT	28 WORDS	75%	MATCHING TEXT	28 WORDS

A very detailed, reliable and brilliant account of Akbar's empire, society and administration have been in narrated famous detailed document/text by Abul Fazltitled Ain-i-Akbari (Constitution of Akbar),

A very detailed, reliable and brilliant account of Akbar's empire, society and administration is given in the famous detailed document/text by AbulFazl titled Ain-i-Akbari (Constitution of Akbar),

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11/369 **SUBMITTED TEXT** 98 WORDS **89%** **MATCHING TEXT** 98 WORDS

The sovereign was the king who was paternalistic and he had supreme authority over everything. He did have a number of ministers to help, advise and assist him in the discharge of his functions, out of which the more important working executive were four-Diwan who was in charge of revenue and finance, Mir Bakshi at the head of the military department, Mir Saman in charge offactories and stores, and Sadr-us-Sudur who was the head of the ecclesiastical and judicial department.Administration was based on coercion in the name of the King by the officials. • Role of the

The sovereign was the king who was paternalistic and he had supreme authority over everything. He did have a number of ministers to help, advice and assist him in the discharge of his functions, out of which the more important were four- the Diwan who was in charge of revenue and finance, the Mir Bakshi at the head of the military department, the Mir Saman in charge of factories and stores, and the Sadr-us-Sudur who was the head of the ecclesiastical and judicial department. Administration was based on coercion in the name of the King by the officials. The main functions of the

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12/369 **SUBMITTED TEXT** 24 WORDS **43%** **MATCHING TEXT** 24 WORDS

Officials were primarily engaged to maintain law and order, safeguard the interests of the king from internal uprisings and revolts, defend and extend

officials were to maintain law and order, safeguard the King's interests from internal uprising and revolts, defend and extend

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13/369 **SUBMITTED TEXT** 14 WORDS **88%** **MATCHING TEXT** 14 WORDS

boundaries of the empire and collect revenue and other taxes. Every officer of

boundaries of the empire and collect revenue and taxes. Every officer of

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14/369 **SUBMITTED TEXT** 23 WORDS **72%** **MATCHING TEXT** 23 WORDS

State held a mansab or official appointment of rank and profit and was expected to supply a sure number of troops for

State held a mansab (official appointment of rank and profit and expected to supply certain number of troops for

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15/369	SUBMITTED TEXT	31 WORDS	70%	MATCHING TEXT	31 WORDS

exclusive allegiance to the king. The army had cavalry which was the main significant unit, the infantry, made up of townsmen and peasants and artillery with guns and navy. The

exclusive allegiance to the King. The cavalry was the most important unit, the infantry was made up of townsmen and peasants and the artillery with guns and the Navy. The

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16/369	SUBMITTED TEXT	13 WORDS	100%	MATCHING TEXT	13 WORDS

operated with a fair degree of efficiency as long as the king

operated with a fair degree of efficiency as long as the King

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17/369	SUBMITTED TEXT	59 WORDS	34%	MATCHING TEXT	59 WORDS

The two highest officials were the 'Vakil' and the 'Wazir'. The Vakil, in fact, washigher of the two. He functioned as regent of State and was in over all charge of the State. The 'Wazir' or high diwan was the highest officer of the revenue department. He was actually recognized as. 'Wazir' when he acted as Prime Minister.

The two highest officials were the Vakil and the Wazir of which the former was higher in position and functioned as the regent of the State and maintained over all charge of the same. The Wazir was the head of the revenue department and was known as Wazir when he acted as a Prime Minister.

W http://sdeuoc.ac.in/sites/default/files/sde_videos/SLM-Issues%20in%20Indian%20Administration.pdf

18/369	SUBMITTED TEXT	21 WORDS	90%	MATCHING TEXT	21 WORDS

office and instrument of instructions which defined his powers, functions and responsibilities. As executive head, he was in charge of

office insignia and instrument of instructions which defined the powers, functions and responsibilities. As executive head he was in charge of

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19/369	SUBMITTED TEXT	18 WORDS	81%	MATCHING TEXT	18 WORDS

District and Local Administration - The 'Suba' or province was divided into 'Sarkars' which were of two

District and Local Administration Under Mughal Rule : The Subah or Province was further divided into Sarkars which were of two

W http://sdeuoc.ac.in/sites/default/files/sde_videos/SLM-Issues%20in%20Indian%20Administration.pdf

20/369	SUBMITTED TEXT	19 WORDS	63%	MATCHING TEXT	19 WORDS

a standard system of revenue collection, with major highlights on survey and measurement of land, classification of land

a standard system of land revenue collection that included survey and measurement of land, classification of land

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21/369	SUBMITTED TEXT	100 WORDS	100%	MATCHING TEXT	100 WORDS

The principles the Public Administration throughout the Moghul period could be listed as: Centralisation; personalized administration; civil service; dissimilar stages of administration; division of work; bureaucracy having military character; revenue administration based on well laid down principles; administration based on fear of force; administration based on regulations, traditions, and practices; and inadequate unity of command (one could find gaps through illustrations like the position of provincial Diwan, who was directly under the Imperial Diwan and not under the Governor, and the position of Faujdars, who were though under the Governors, yet could have direct communication with the imperial government).

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W http://sdeuoc.ac.in/sites/default/files/sde_videos/SLM-Issues%20in%20Indian%20Administration.pdf

22/369	SUBMITTED TEXT	51 WORDS	86%	MATCHING TEXT	51 WORDS

of the East India Company. The East India Company, established on 31 December 1600, was a monopolistic, mercantile Company, which was granted by the British crown the right-to trade in the eastern parts. A trading station, with a number of factors was called Factory. A settlement (number of factories) was

of the East India Company The East India Company, recognized on 31st December 1600, was a monopoly, mercantile Company, which was granted through the British crown the right to trade in the eastern parts. A trading station, with a number of factors was described Factory. A settlement (number of factories) was

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23/369	SUBMITTED TEXT	23 WORDS	93%	MATCHING TEXT	23 WORDS

agent. Factory was the term applied to an agent transacting business as a substitute for another in mercantile affairs. Employees were graded

Agent. Factor was the term applied to an agent transacting business as a substitute for another in mercantile affairs. Employees were graded,

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24/369 **SUBMITTED TEXT** 81 WORDS **87%** **MATCHING TEXT** 81 WORDS

The system of governance was commercial in character. It was basically government by Council. The Council had executive and legislative powers with the Governor or the Governor-General having the casting vote. With the acquisition of more territorial sovereignty and the need to take prompt decisions, more power came to be concentrated in the head or Chairman of the Council, but the fundamental principle of collective rule and responsibility remained. It was also a government by Boards. After the Board of

The system of governance was commercial in character. It was basically government through Council. The Council had executive and legislative powers with the Governor or the Governor- General having the casting vote. With the acquisition of more territorial sovereignty and the School of Distance Education Issues in Indian Administration Page 15 need to take prompt decisions, more power came to be concentrated in the head or Chairman of the Council, but the fundamental principle of communal rule and responsibility remained. It was also a government through Boards. But the Board of

W http://sdeuoc.ac.in/sites/default/files/sde_videos/SLM-Issues%20in%20Indian%20Administration.pdf

25/369 **SUBMITTED TEXT** 102 WORDS **95%** **MATCHING TEXT** 102 WORDS

But the Board of Revenue had the longest history and the most distinguished record of work. Later, there was also the Railway Board. The Board made possible counselling, discussion, deliberation and even legislative and judicial activities. Questions of policy and principle, conduct and action were settled in the Board. It was a government by record. When transactions were commercial, records were brief and manageable. But political dealings made record keeping cumbersome and voluminous. Notes, minutes, despatches and reports became an integral part of British administration. All this was in a way necessary because only through written reports and records could control

But the Board of Revenue had the longest history and the mainly distinguished record of work. Later, there was also the Railway Board. The Board made possible counseling, discussion, deliberation and even legislative and judicial activities. Questions of policy and principle, conduct and action were settled in the Board. It was a government through record. When transactions were commercial, records were brief and manageably. But political dealings made record keeping cumbersome and voluminous. Notes, minutes, dispatches and reports became an integral part of British administration. All this was in a way necessary because only through written reports and records could control

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26/369 **SUBMITTED TEXT** 30 WORDS **41%** **MATCHING TEXT** 30 WORDS

officials in the governmental hierarchy. With the Company headquarters 22 NSOU CC-PA-03 NSOU CC-PA-03 23 in far away England, record keeping helped absolutism and

officials in the governmental hierarchy. With the Company headquarters in far absent England, record keeping helped check absolutism and

W http://sdeuoc.ac.in/sites/default/files/sde_videos/SLM-Issues%20in%20Indian%20Administration.pdf

27/369	SUBMITTED TEXT	46 WORDS	75%	MATCHING TEXT	46 WORDS

But this resulted in exploitation of the worst kind on the subjects (Indians) as maximum revenue was extracted from them. Though it was done in the name of the Company, which got a bad name on this account, the Nawab and his men pocketed a

But this resulted in use of the worst type as maximum revenue was extracted from the people. Though it was done in the name of the Company, which got a bad name on this account, the Nawab and his men pocketed a

W http://sdeuoc.ac.in/sites/default/files/sde_videos/SLM-Issues%20in%20Indian%20Administration.pdf

28/369	SUBMITTED TEXT	74 WORDS	100%	MATCHING TEXT	74 WORDS

The Regulating Act of 1773 – This Act deserves special mention because it was the first action on the part of the British Government to regulate the affairs of the Company in India. The Company, through a Charter, had only been given trading rights through the British Crown. When it acquired territories in India and slowly but surely converted itself into a ruling body, the Parliament could not accept and regularize this development.

The Regulating Act of 1773 This Act deserves special mention because it was the first action on the part of the British Government to regulate the affairs of the Company in India. The Company, through a Charter, had only been given trading rights through the British Crown. When it acquired territories in India and slowly but surely converted itself into a ruling body, the Parliament could not accept and regularize this development. 1.7.1.1.

W http://sdeuoc.ac.in/sites/default/files/sde_videos/SLM-Issues%20in%20Indian%20Administration.pdf

29/369 **SUBMITTED TEXT** 212 WORDS **94%** **MATCHING TEXT** 212 WORDS

The Regulating Act laid the foundation of a Central administration and instituted a system Parliamentary control. It marked the beginning of the Company's transformation from a trading body to a Corporation of a new kind, entirely administrative in its object and subordinated to Parliament. • The Amending Act of 1781 – This Act amended the jurisdiction of the Supreme Court. It was deprived of its right to action arising in the collection of revenue. Landholders, farmers or other persons connected in land revenue work were not covered by the Supreme Court. In the same way, no person, just by virtue of being the Company's employee,could be subjected to the Court's jurisdiction. Even though the Court's jurisdiction extended over all the inhabitants of Calcutta, the Court had to take into account personal its laws of Hindus in case of Hindus and Quranic law in case of Muslims.The Amending Act recognised the appellate jurisdiction of the Governor-General and Council and confirmed their judicial authority to entertain all such pleas and appeals as they had done all along as a Court of record. The Governor General and Council were further invested with 'power and authority, from time to time, to frame regulations for the provincial courts and councils'. Their legislation under this 22

The Regulating Act laid the foundation of a Central administration and instituted a system of Parliamentary control. It marked the beginning of the Company's transformation from a trading body to a Corporation of a new type, entirely administrative in its object and subordinate to Parliament. 1.7.2. The Amending Act of 1781 This Act amended the jurisdiction of the Supreme Court. It was deprived of its right to action arising in the collection of revenue. Landholders, farmers or other persons linked in land revenue work were not sheltered through the Supreme Court. In the same way, no person, just through virtue of being the Company's employee, could be subjected to the Court's jurisdiction. Even though the Court's jurisdiction extended over all the inhabitants of Calcutta, the Court had to take into account personal laws of Hindus in case of Hindus and Quranic law in case of Muslims. The Amending Act recognized the appellate jurisdiction of the Governor-General and Council and confirmed their judicial authority to entertain all such pleas and appeals as they had done all beside as a Court of record. The Governor-General and Council were further invested with —power and authority, from time to time, to frame regulations for the provincial courts and councils. Their legislation under this

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30/369 **SUBMITTED TEXT** 33 WORDS **73%** **MATCHING TEXT** 33 WORDS

Act, was not to be subject to registration inthe Supreme Court of Judicature, but was required to be finally approved by the Crown. The shortcomings of the Amending Act soon became manifest.

Act, was not to be subject to registration in the Supreme Court of Judicature, but was required to be finally approved through the Crown. 1.7.3. CONSTITUTIONAL CHANGES FROM 1784-1834 1.7.3.1. Pitt's India Act 1784 The shortcomings of the Regulating Act soon became manifest.

W http://sdeuoc.ac.in/sites/default/files/sde_videos/SLM-Issues%20in%20Indian%20Administration.pdf

31/369 **SUBMITTED TEXT** 17 WORDS **100%** **MATCHING TEXT** 17 WORDS

The urge for a change was very strong and it could not be suppressed for long.

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W http://sdeuoc.ac.in/sites/default/files/sde_videos/SLM-Issues%20in%20Indian%20Administration.pdf

32/369 **SUBMITTED TEXT** 140 WORDS **94%** **MATCHING TEXT** 140 WORDS

The Amending Act of 1786 took care of the problem related to the Councils of the Governor-General and Governors. The Act invested the Governor-General or Governor with power to override the decision of his Council and act without its concurrence in extraordinary cases involving in his judgment the interests of the Company or the safety and tranquillity of British India. If the Governor-General or Governor had to use this extraordinary power, to overrule the majority, both sides had to put in writing their respective positions on the issue under dispute. If the Governor- General or Governor finally chose to act in his own way, he was personally to bear the responsibility of the measure adopted without the concurrence of the Council. In 1784, the Central Secretariat had three main branches: General, Revenue and Commercial. Judicial branch was later recognized in 1793. •

The Amending Act of 1786 took care of the problem related to the Councils of the Governor-General and Governors. The Act invested the Governor-General or Governor with School of Distance Education Issues in Indian Administration Page 18 power to override the decision of his Council and act without its concurrence in extraordinary cases involving in his judgment the interests of the Company or the safety and tranquility of British India. If the Governor-General or Governor had to use this extraordinary power, to overrule the majority, both sides had to put in writing their respective positions on the issue under dispute. If the Governor-General or Governor finally chose to act in his own way, he was personally to bear the responsibility of the measure adopted without the concurrence of the Council. 1.7.4. The central secretariat In 1784, the Central Secretariat had three main branches: General, Revenue and Commercial. Judicial branch was later recognized in 1793.

W http://sdeuoc.ac.in/sites/default/files/sde_videos/SLM-Issues%20in%20Indian%20Administration.pdf

33/369 **SUBMITTED TEXT** 90 WORDS **95%** **MATCHING TEXT** 90 WORDS

Reconstruction of Departments in 1815 – The organisation of the Secretariat was again revised in 1815 in conventionality with a plan proposed through the Governor-General. This was partly in conventionality with the necessities of the Charter Act of 1813 which had directed that separate accounts to be maintained of the Company sterritorial and commercial revenues. This separation had also been ordered through the Court of Directors and was necessitated through the policy laid down through the Parliament and the home authorities. Accordingly, a new Territorial Department was created. The

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W http://sdeuoc.ac.in/sites/default/files/sde_videos/SLM-Issues%20in%20Indian%20Administration.pdf

34/369 **SUBMITTED TEXT** 24 WORDS **45%** **MATCHING TEXT** 24 WORDS

So, in short the British East India Company paved the way for the British government to enter. 2.3 British Administration in India : The

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35/369	SUBMITTED TEXT	45 WORDS	93%	MATCHING TEXT	45 WORDS

led to the end of the British East India Company's rule in India. The government of India Act 1858 passed in the British Parliament led to the company's dissolution and all powers transferred to the British Crown which then created an India Office in

SA MHYS-45 Indian Administrative System.docx (D151906351)

36/369	SUBMITTED TEXT	13 WORDS	100%	MATCHING TEXT	13 WORDS

Viceroy General of India (Chief Administrator of the British Crown in India)

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37/369	SUBMITTED TEXT	14 WORDS	70%	MATCHING TEXT	14 WORDS

a number of non- official members in the Executive Council of the Governor-General. The

SA MHYS-45 Indian Administrative System.docx (D151906351)

38/369 **SUBMITTED TEXT** 178 WORDS **89%** **MATCHING TEXT** 178 WORDS

The Morley Minto Reforms 1909 • The Main Provisions – The Indian Councils Act (1909) considerably increased the strength of legislative councils - the Imperial and provincial. For the Imperial benefit, the Supreme Council, added the number of additional members. It was raised from 16 to 60. For major provincial councils, the number was raised to 50 and for minor provinces it was fixed to 30. The additional members were both nominated and elected. The principle of election was functional representation. In the Supreme Legislative Council, the official majority was maintained through the provincial councils, the non-officials shaped the majority. The Act definitely expanded the functions of the legislative councils. They were concerned in discussions on the budget (The Annual Financial statement), discussion on any matter of general public interest and thirdly the power of asking questions. The Act also increased the number of Executive Councillors in the three major Presidencies - Bombay, Madras and Bengal. Indians were now appointed as members of the Secretary of States' Council (1907) and members of the Governor-Generals' Council (1909). 2.6

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W http://sdeuoc.ac.in/sites/default/files/sde_videos/SLM-Issues%20in%20Indian%20Administration.pdf

39/369 **SUBMITTED TEXT** 16 WORDS **75%** **MATCHING TEXT** 16 WORDS

the Governor-General. His prior approval was necessary to introduce measures affecting public finance, religion, discipline

SA MHYS-45 Indian Administrative System.docx (D151906351)

40/369 **SUBMITTED TEXT** 85 WORDS **94%** **MATCHING TEXT** 85 WORDS

Constitutional reforms were reflected in the changing structure of the governmental machinery as the government moved towards the federal form. Creation of new departments, their reorganization and setting procedures for smooth conduct of department business naturally became inevitable. Departmental organisation not only creates administration smooth but also streamlines its processes and secures economy in its operation. In the beginning, administration was grouped under two broad segments one covering General, Foreign and Finance and the second covering Secret, Revenue and Judicial departments. 26

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W http://sdeuoc.ac.in/sites/default/files/sde_videos/SLM-Issues%20in%20Indian%20Administration.pdf

41/369 **SUBMITTED TEXT** 89 WORDS **92%** **MATCHING TEXT** 89 WORDS

A centralized financial system was introduced in 1833 as the earlier structure was too diffused for effective control and economy. Lord Ellenborough created the post of a Finance Secretary at the Central stage and brought all financial operations under the review of the Government of India.It realized effective control and economy but ended in delay in final approval. Ellenborough really wanted to have a Finance Member on his council. For Central control the office of the Comptroller General of Accounts was createdand he remained in charge of appropriation audit. •

A centralized financial system was introduced in 1833 as the earlier structure was too diffused for effective control and economy. Lord Ellenborough created the post of a Finance Secretary at the Central stage and brought all financial operations under the review of the School of Distance Education Issues in Indian Administration Page 27 Government of India. It realized effective control and economy but ended in delay in final approval. Ellenborough really wanted to have a Finance Member on his council. For Central control the office of the Comptroller General of Accounts was created and he remained in charge of appropriation audit.

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42/369 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

Local government institutions are both natural and useful. Village community. Government

Local government institutions are both natural and useful. Village community government

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43/369 **SUBMITTED TEXT** 80 WORDS **100%** **MATCHING TEXT** 80 WORDS

existed in India with a village headman performing both civil and judicial functions. But the present system of local government is entirely a British creation. The principle of election and the concept of representativeness were foreign to the old local government system. The Mayo resolution of 1870 stressed the need for introducing self government in local areas to raise local possessions to administer locally significant services and also to give local interest and care in the management of their funds

existed in India with a village headman performing both civil and judicial functions. But the present system of local government is entirely a British creation. The principle of election and the concept of representativeness were foreign to the old local government system. The Mayo resolution of 1870 stressed the need for introducing self government in local areas to raise local possessions to administer locally significant services and also to give local interest and care in the management of their funds.

W http://sdeuoc.ac.in/sites/default/files/sde_videos/SLM-Issues%20in%20Indian%20Administration.pdf

44/369 **SUBMITTED TEXT** 18 WORDS **85%** **MATCHING TEXT** 18 WORDS

In its very first session the Indian National Congress passed resolution to create these councils broad based,

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45/369 **SUBMITTED TEXT** 75 WORDS **87%** **MATCHING TEXT** 75 WORDS

Machinery of Dyarchy at the Provinces - The division of subjects into Central and Provincial (Federalism) and the further division at the provincial stage flanked by Reserved and Transferred subjects was a novel characteristic of the Mont-Ford Reforms. Dyarchy means double government at the provinces. The 'Reserved' subjects in charge of councilors, 'nominated' through the Governor and transferred subjects incharge of councilors – Ministers were 'appointed' through him. The reserved subjects were really 'key'

Machinery of Diarchy at the Provinces The division of subjects into Central and Provincial (Federalism) and the further division at the provincial stage flanked by Reserved and Transferred subjects was a novel characteristic of the Mont-Ford Reforms. Diarchy means double government at the provinces. The Reserved 'subjects in charge of councillors, nominated' through the Governor and transferred subjects in charge of councillors - Ministers appointed through him. The reserved subjects were really key

W http://sdeuoc.ac.in/sites/default/files/sde_videos/SLM-Issues%20in%20Indian%20Administration.pdf

46/369 **SUBMITTED TEXT** 47 WORDS **92%** **MATCHING TEXT** 47 WORDS

departments while transferred subjects were feltsafe' even if placed in the Indian hands. The councilor in charge of reserved subject was not responsible to the Secretary of State and the British Parliament. The ministers in charge of transferred subjects were responsible to the provincial legislature. • The

departments while transferred subjects were felt safe even if placed in the Indian hands. The councillor in charge of reserved subject was not responsible to the Secretary of State and the British Parliament. The ministers in charge of transferred subjects were responsible to the provincial legislature. The

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47/369 **SUBMITTED TEXT** 90 WORDS **92%** **MATCHING TEXT** 90 WORDS

The year 1773 was a landmark in the growth of Indian Administration. Before 1773 there was no central authority in the country. The 1773 Act restricted the powers of the presidencies from making war or treaties without the sanction of the Governor-General in Council. • This confirmed the British Parliament's control over East India Company's affairs. The Pitt's India Act of 1784 placed Indian Affairs under the direct control of the British Government, by establishing a Board of Control representing the British Cabinet, over the court of Directors. •

The year 1773 was a landmark in the growth of Indian administration. Before 1773 there was no central authority in the country, the 1773 Act restricted the powers of the presidencies from making war or treaties without the sanction of the 14 governor- general-in-council. This started the British Parliament's control over the affairs of the East India Company. The Pitt's India Act of 1784 placed Indian affairs under the direct control of the British government by establishing a board of control representing the British Cabinet over the court of directors.

W https://ddceutkal.ac.in/Syllabus/MA_PUB_ADD/Indian_Administration.pdf

48/369 **SUBMITTED TEXT** 22 WORDS **100%** **MATCHING TEXT** 22 WORDS

The present administrative system in India was evolved during the East India Company's rule in the country. 28

The present administrative system in India was evolved during the East India Company's rule in the country.

W https://ddceutkal.ac.in/Syllabus/MA_PUB_ADD/Indian_Administration.pdf

49/369 **SUBMITTED TEXT** 62 WORDS **95%** **MATCHING TEXT** 62 WORDS

The pre-independence era saw the administrative organisations of the Central and the State (then called 'Provincial') governments intact. This was a factor contributing to the undisturbed transfer of power from the British to the Indian hands. The administration of the country's security, law and order, finances, communication system, educational organisation and other elements of the infrastructure after 1947 continued as before. At

The pre-independence era saw the administrative organisations of the Central and the State (then described Provincial') governments intact. This was a factor contributing to the undisturbed transfer of power from the British to the Indian hands. The administration of the country's security, law and order, finances, communication system, educational organisation and other elements of the infrastructure after 1947 sustained as before. At

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50/369 **SUBMITTED TEXT** 78 WORDS **97%** **MATCHING TEXT** 78 WORDS

independence on 15 August 1947, the following eighteen departments (re-designated as 'Ministries') functioned under the Government of India: (1) External Affairs and Commonwealth Relations, (2) Defence, (3) Finance, (4) Home, (5) States, (6) Legislative (Law), (7) Commerce, (8) Industries and Supplies, (9) Railways, (10) Transport, (11) Communications, (12) Labour, (13) Agriculture, (14) Food, (15) Education, (16) Health, (17) Information and Broadcasting, (18) Works, Mines and Power. From five departments in 1858, at the time of

independence on 15 August 1947, the following eighteen departments (re- designated as Ministries') functioned under the Government of India: External Affairs and Commonwealth Relations, Defence, Finance, Home, States, Legislative (Law), Commerce, Industries and Supplies, Railways, Transport, Communications, Labour, Agriculture, Food, Education, Health, Information and Broadcasting, Works, Mines and Power. From five departments in 1858, at the transfer of

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51/369 **SUBMITTED TEXT** 39 WORDS **100%** **MATCHING TEXT** 39 WORDS

transfer of the government in India from the charge of the East India Company to the control of the British Parliament (actually handled through British Government), to eighteen in 1947 indicated an enormous augment in the administrative activity.

transfer of the government in India from the charge of the East India Company to the control of the British Parliament (actually handled through British Government), to eighteen in 1947 indicated an enormous augment in the administrative activity.

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52/369 **SUBMITTED TEXT** 15 WORDS **90%** **MATCHING TEXT** 15 WORDS

The post-independence administration in India was fairly stable due to the continued tenures of

The post-independence administration in India was fairly stable due to the sustained tenures of

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53/369 **SUBMITTED TEXT** 340 WORDS **93%** **MATCHING TEXT** 340 WORDS

public services which were in office before independence. The Indian Civil Service and the Indian Police Service were the two All India Services that helped the country to hold together. The other All India Services included the medical, engineering, forest, educational and others. The Indian Civil Services was the most pivotal and prized of these services. Its members occupied positions in the executive councils of the Governor General of India and the provincial Governors. Most of the posts of Secretaries to the departments in the Central and provincial governments and of heads of executive departments were held by them. ICS men were district collectors- and magistrates deputy commissioners. Before independence, the officers of the ICS and other All India Services were appointed by the Secretary of State for India. After independence, under the India Independence Act, 1947, the ICS and other officers in All India Services, who continued in office, became officers in the service of the Government of India. At independence about two hundred and fifty (250) European ICS officers retired, while about fifty (50)of them opted to be in office here. Vallabhbhai Patel, India's Home Minister realised the dire need of the Indian members of the ICS continuing in service here after 1947. He assured to honour the existing terms and security of their tenure. They did contribute to the stability and continuity of the Indian administration. After independence the Indian Civil Services was replaced by the Indian Administrative services. A larger number of the officers in the IAS and the Indian Police Service (that replaced the Imperial Police Service) were required to replace, the former services. They had to man the posts in the recently merged princely states. Much more than that, the character of these All India Services had changed after independence. India became a democracy after independence. The services had now to serve the people of the country, and not the imperial masters. The ICS men were not only officials; they were a part of the colonial government. The officials is independent India

public services which were in office before independence. The Indian Civil Service and the Indian Police Service were the two All India Services that helped the country to hold together. The other All India Services incorporated the medical, engineering, forest, educational and others. The Indian Civil Services was the mainly pivotal and prized of these services. Its members occupied positions in the executive councils of the Governor General of India and the provincial Governors. Mainly of the posts of Secretaries to the departments in the Central and provincial governments and of heads of executive departments were held through them. ICS men were district collectors and magistrates/deputy commissioners. Before School of Distance Education Issues in Indian Administration Page 35 independence, the officers of the ICS and other All India Services were appointed through the Secretary of State for India. After independence, under the India Independence Act, 1947, the ICS and other officers in All India Services, who sustained in office, became officers in the service of the Government of India. At independence about two hundred and fifty European ICS officers retired, while about fifty of them opted to be in office here. Vallabhbhai Patel, India's Home Minister realized the dire need of the Indian members of the ICS continuing in service here after 1947. He assured to honour the existing conditions and security of their tenure. They did contribute to the stability and stability of the Indian administration. After independence the Indian Civil Services was replaced through the Indian Administrative Services. A larger number of the officers in the IAS and the Indian Police Service (that replaced the Imperial Police Service) were required to replace the former services. They had to man the posts in the recently merged princely states. Much more than that, the character of these All India Services had changed after independence. India became a democracy after independence. The services had now to serve the people of the country, and not the imperial masters. The ICS men were not only officials; they were a part of the colonial government. The officials of independent India -

W http://sdeuoc.ac.in/sites/default/files/sde_videos/SLM-Issues%20in%20Indian%20Administration.pdf

54/369 **SUBMITTED TEXT** 15 WORDS **96%** **MATCHING TEXT** 15 WORDS

the British parliament passed two major Acts, the regulating Act and Pitt's India Act.

SA MHYS-45 Indian Administrative System.docx (D151906351)

55/369 **SUBMITTED TEXT** 21 WORDS **92%** **MATCHING TEXT** 21 WORDS

no more rulers, they had to imbibe the democratic temper of its polity. This marked a change from the pre-1947 scene.

no more rulers - had to imbibe the democratic temper of its polity. This marked a change from the pre-1947 scene.

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56/369 **SUBMITTED TEXT** 14 WORDS **89%** **MATCHING TEXT** 14 WORDS

acts on the advice of the Council of Ministers led by the Chief Minister.

acts on the advice of the Council of Ministers headed by the Chief Minister.

W http://sdeuoc.ac.in/sites/default/files/sde_videos/SLM-Issues%20in%20Indian%20Administration.pdf

57/369 **SUBMITTED TEXT** 13 WORDS **100%** **MATCHING TEXT** 13 WORDS

Free and compulsory education for children up to the age of 14

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

58/369 **SUBMITTED TEXT** 17 WORDS **75%** **MATCHING TEXT** 17 WORDS

Not less than one third including the number of seats reserved for women belonging to the

not less than one-third of the total number of seats for women (including the number of seats reserved for women belonging to the

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59/369 **SUBMITTED TEXT** 18 WORDS **64%** **MATCHING TEXT** 18 WORDS

reserved for women and such seats may be allocated by rotation to different constituencies in a panchayat.

reserved for women (in both reserved and general category) and these seats may be allotted by rotation to different constituencies in a Panchayat.

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60/369 **SUBMITTED TEXT** 19 WORDS **97%** **MATCHING TEXT** 19 WORDS

a social order in which Justice, Social, Economic and Political, shall inform all the Institutions of National life.

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61/369 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

all fraternity assuring the dignity of the individual and the unity

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

62/369 **SUBMITTED TEXT** 27 WORDS **94%** **MATCHING TEXT** 27 WORDS

to all its citizens justices- social, economic and political; liberty of thought expression, belief, faith and worship; equality of status and of opportunity; and to promote among

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

63/369 **SUBMITTED TEXT** 15 WORDS **75%** **MATCHING TEXT** 15 WORDS

of material resources of the community so as to sub serve the common good,

SA 180E3620_ Indian Administration.docx (D165106916)

64/369 **SUBMITTED TEXT** 16 WORDS **100%** **MATCHING TEXT** 16 WORDS

to education and to public assistance in case of unemployment, old age, sickness and disablement,

to education and to public assistance in case of unemployment ,old age sickness and disablement(

W http://www.aagasc.edu.in/cs/Public%20Administration.pdf

65/369 **SUBMITTED TEXT** 20 WORDS **85%** **MATCHING TEXT** 20 WORDS

right to work, to education & to public assistance in cases of unemployment, old age, 48

right to work to education and to public assistance in case of unemployment ,old age

W http://www.aagasc.edu.in/cs/Public%20Administration.pdf

66/369 **SUBMITTED TEXT** 28 WORDS **82%** **MATCHING TEXT** 28 WORDS

to promote the welfare of the people by securing and protecting as effectively as it may a social order in which justice - social, economic and political,

to promote the welfare of people by securing and promotion as effectively as it may a social order in which justice; social, economic, and political, 48

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

67/369 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

of India. The President is the head of the Indian State

SA MHYS-45 Indian Administrative System.docx (D151906351)

68/369 **SUBMITTED TEXT** 24 WORDS **62%** **MATCHING TEXT** 24 WORDS

a) is a citizen of India; (b) has completed the age of thirty-five, and (c) is qualified for election as member of the

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

69/369 **SUBMITTED TEXT** 17 WORDS **90%** **MATCHING TEXT** 17 WORDS

the following qualifications: i. He should be a citizen of India; ii. He should be 35 years of age; iii. He should

SA MHYS-45 Indian Administrative System.docx (D151906351)

70/369 **SUBMITTED TEXT** 27 WORDS **82%** **MATCHING TEXT** 27 WORDS

a member of the Lok Sabha; iv. He should not hold any office of profit under the Central government or any state government or any local or public authority.

SA MHYS-45 Indian Administrative System.docx (D151906351)

71/369 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

one-fourth of the total number of members of the house.

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

72/369	SUBMITTED TEXT	34 WORDS	50%	MATCHING TEXT	34 WORDS

investigation, if the other House passes the resolution by two-thirds majority of the total membership, the President has to resign from his office from the date on which the resolution is so passed.

investigation. I f the other house also sustain the charges and passes the impeachment bill by a majority of two-thirds of the total membership of the house, then the president stands from his office from the date on which the bill is so passed.

W http://www.aagasc.edu.in/cs/Public%20Administration.pdf

73/369	SUBMITTED TEXT	22 WORDS	56%	MATCHING TEXT	22 WORDS

passed by two-thirds majority of the total membership of the House and then it is to be sent the other house

SA MHYS-45 Indian Administrative System.docx (D151906351)

74/369	SUBMITTED TEXT	44 WORDS	51%	MATCHING TEXT	44 WORDS

elected by an electoral college consisting of: a. The elected members of both Houses of Parliament; b. The elected members of the Legislative Assemblies of the States; and c. The elected members of the Legislative Assemblies of the Union territories of Delhi and Puducherry. The election of the President

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

75/369	SUBMITTED TEXT	16 WORDS	96%	MATCHING TEXT	16 WORDS

held in accordance with the system of proportional representation by means of single transferable vote

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

76/369	SUBMITTED TEXT	23 WORDS	93%	MATCHING TEXT	23 WORDS

the election of the President and the Vice President could not be challenged on the ground that the electoral college was incomplete. (

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

77/369 **SUBMITTED TEXT** 17 WORDS **100%** **MATCHING TEXT** 17 WORDS

uniformity in the scale of representation of the different States at the election of the President.

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

78/369 **SUBMITTED TEXT** 15 WORDS **100%** **MATCHING TEXT** 15 WORDS

as well as parity between the States as a whole and the Union, the

SA MHYS-45 Indian Administrative System.docx (D151906351)

79/369 **SUBMITTED TEXT** 44 WORDS **73%** **MATCHING TEXT** 44 WORDS

elected member of the Legislative Assembly of a State shall have as many votes as there are multiples of one thousand in the quotient obtained by dividing the population of the State by the total number of the elected members of the Assembly; (

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

80/369 **SUBMITTED TEXT** 17 WORDS **58%** **MATCHING TEXT** 17 WORDS

Powers and Functions of the President The president of India is a nominal head of the state.

powers and functions of the state Governor. 2) The Governor of the state is a constitutional head of the state

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

81/369 **SUBMITTED TEXT** 62 WORDS **82%** **MATCHING TEXT** 62 WORDS

Each elected member of either House of Parliament shall have such number of votes as may be obtained by dividing the total number of votes assigned to the members of the Legislative Assemblies of the States under sub-clauses (a) and (b) by the total number of the elected members of both Houses of Parliament, fractions exceeding onehalf being counted as one

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

82/369 **SUBMITTED TEXT** 21 WORDS **62%** **MATCHING TEXT** 21 WORDS

Judges of Supreme Court, Judges of the High Court, Election Commissioners, Members of the Union Public Service Commission, Members of

Judges of the Supreme Court, Chief Justices and Judges of the High Courts, Chairman and members of the Union Public Service Commission, Chairman and members of

W https://ddceutkal.ac.in/Syllabus/MA_PUB_ADD/Indian_Administration.pdf

83/369 **SUBMITTED TEXT** 24 WORDS **40%** **MATCHING TEXT** 24 WORDS

The powers and functions of the president are given below: (a) All executive activities of the India Government are formally executed in his name. (b) He can

SA MHYS-45 Indian Administrative System.docx (D151906351)

84/369 **SUBMITTED TEXT** 24 WORDS **80%** **MATCHING TEXT** 24 WORDS

Parliament at the commencement of the first session after every General election and first session of every year. (d) He can send message to the

parliament at the commencement of the first session after each general election and the first session of each year. ? He can send message to the

W http://www.aagasc.edu.in/cs/Public%20Administration.pdf

85/369 **SUBMITTED TEXT** 16 WORDS **100%** **MATCHING TEXT** 16 WORDS

B) Legislative Powers : The President is an integral part of the Parliament of India

SA MHYS-45 Indian Administrative System.docx (D151906351)

86/369 **SUBMITTED TEXT** 20 WORDS **63%** **MATCHING TEXT** 20 WORDS

He can also call a joint session of both Houses of Parliament. But, the Speaker of the Lok Sabha

SA MHYS-45 Indian Administrative System.docx (D151906351)

87/369 **SUBMITTED TEXT** 32 WORDS **74%** **MATCHING TEXT** 32 WORDS

When a bill is sent to the president after passing by the Parliament, he can either agree with the bill, or withhold his assent to the bill, or return the bill

SA MHYS-45 Indian Administrative System.docx (D151906351)

88/369 **SUBMITTED TEXT** 28 WORDS **56%** **MATCHING TEXT** 28 WORDS

Financial Powers : The financial powers and functions of the President are: (a) No money bill can be introduced in the Lok Sabha without the prior assent of the President. (

Financial Powers: The financial powers of the president are as No Money Bill can be introduced in the Parliament except on the recommendations of the President.

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

89/369 **SUBMITTED TEXT** 24 WORDS **67%** **MATCHING TEXT** 24 WORDS

He can impose Ordinance when the Parliament is not in session. This Ordinance must be accepted by the Parliament within six weeks from

SA MHYS-45 Indian Administrative System.docx (D151906351)

90/369 **SUBMITTED TEXT** 16 WORDS **90%** **MATCHING TEXT** 16 WORDS

a Finance Commission after every five years to recommend the distribution of revenues between the

SA MHYS-45 Indian Administrative System.docx (D151906351)

91/369 **SUBMITTED TEXT** 19 WORDS **85%** **MATCHING TEXT** 19 WORDS

Emergency Powers : The President of India has been vested with extraordinary powers to deal with abnormal conditions

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

92/369 **SUBMITTED TEXT** 33 WORDS **79%** **MATCHING TEXT** 33 WORDS

If the President is satisfied that a grave emergency exists wherby the security of India or any part of the territory thereof is threatened" he may by, proclamation make a declaration

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

93/369 **SUBMITTED TEXT** 20 WORDS **83%** **MATCHING TEXT** 20 WORDS

If the President , on receipt of report from the Governor of a Stae or otherwise, be satisfied" that

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

94/369 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

the operation of any provision of the Constitution relating to the

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

95/369 **SUBMITTED TEXT** 36 WORDS **97%** **MATCHING TEXT** 36 WORDS

If the President is satisfied that a situation has arisen whereby the financial stability or credit of India or of any part of the territory thereof is threatened", he may, by proclamation make declaration to

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

96/369 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

is the head of the state but not of the Executive.

is the head of the State, but not of the Executive.

W https://ddceutkal.ac.in/Syllabus/MA_PUB_ADD/Indian_Administration.pdf

97/369 **SUBMITTED TEXT** 35 WORDS **100%** **MATCHING TEXT** 35 WORDS

there shall be a Council of Ministers with the Prime Minister at the head to aid and advise the President who 'shall', in the exercise of his functions, act in accordance with such advice.

there shall be a Council of Ministers with the Prime Minister at the head to aid and advise the President who shall, in the exercise of his functions, act in accordance with such advice.

W https://ddceutkal.ac.in/Syllabus/MA_PUB_ADD/Indian_Administration.pdf

98/369	SUBMITTED TEXT	30 WORDS	98%	MATCHING TEXT	30 WORDS

executive power of the Union shall be vested in President and shall be exercised by him either directly or through officers subordinate to him in accordance with this Constitution."

SA MHYS-45 Indian Administrative System.docx (D151906351)

99/369	SUBMITTED TEXT	29 WORDS	50%	MATCHING TEXT	29 WORDS

the council of ministers headed by the Prime Minister. He only can request to rethink the advice to the council of ministers headed by the Prime Minister.

SA MHYS-45 Indian Administrative System.docx (D151906351)

100/369	SUBMITTED TEXT	11 WORDS	95%	MATCHING TEXT	11 WORDS

when no party has a clear majority in the Lok Sabha. (b)

SA MHYS-45 Indian Administrative System.docx (D151906351)

101/369	SUBMITTED TEXT	23 WORDS	56%	MATCHING TEXT	23 WORDS

the council of Ministers if it cannot prove the confidence of the Lok Sabha. (c) The President can dissolve the Lok Sabha before the

SA MHYS-45 Indian Administrative System.docx (D151906351)

102/369	SUBMITTED TEXT	14 WORDS	88%	MATCHING TEXT	14 WORDS

is elected by the members of an electoral college consisting of all elected

SA MHYS-45 Indian Administrative System.docx (D151906351)

103/369	SUBMITTED TEXT	13 WORDS	100%	MATCHING TEXT	13 WORDS

All the executive powers of the Union Government are vested in the

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

104/369 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

is the head of the state but not of the Executive.

is the head of the State, but not of the Executive.

W https://ddceutkal.ac.in/Syllabus/MA_PUB_ADD/Indian_Administration.pdf

105/369 **SUBMITTED TEXT** 18 WORDS **63%** **MATCHING TEXT** 18 WORDS

of the President. All executive activities of the India Government are formally executed in his name. He can

SA MHYS-45 Indian Administrative System.docx (D151906351)

106/369 **SUBMITTED TEXT** 18 WORDS **64%** **MATCHING TEXT** 18 WORDS

No money bill can be introduced in the Lok Sabha without the prior assent of the President.

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

107/369 **SUBMITTED TEXT** 42 WORDS **96%** **MATCHING TEXT** 42 WORDS

have a “mind of his own free of all political trammels and without any urge or ambition to take an active hand in Governmental decision making ----- or towards changing the provision of the existing Constitution relating to his position and

SA MHYS-45 Indian Administrative System.docx (D151906351)

108/369 **SUBMITTED TEXT** 36 WORDS **100%** **MATCHING TEXT** 36 WORDS

There shall be a Council of Ministers with the Prime Minister at the head to aid and advise the President who shall, in the exercise of his functions, act in accordance with such advice.” (

there shall be a Council of Ministers with the Prime Minister at the head to aid and advise the President who shall, in the exercise of his functions, act in accordance with such advice.

W https://ddceutkal.ac.in/Syllabus/MA_PUB_ADD/Indian_Administration.pdf

109/369 **SUBMITTED TEXT** 18 WORDS **100%** **MATCHING TEXT** 18 WORDS

There shall be a council of Ministers with the Prime Minister at the head ----” To

there shall be a Council of Ministers with the Prime Minister at the head to

W https://ddceutkal.ac.in/Syllabus/MA_PUB_ADD/Indian_Administration.pdf

110/369 **SUBMITTED TEXT** 53 WORDS **54%** **MATCHING TEXT** 53 WORDS

the Prime Minister shall be appointed by the President and the other Ministers shall be appointed by the President on the advice of the Prime Minister". In fact, the President has hardly any choice. He is to appointment the leader of the majority party in the Lok Sabha as the Prime Minister.	the Prime Minister shall be appointed by the President and the other Ministers appointed by the President on the advice of the Prime Minister. This is formality. The president'choice in the Prime Minister in practice is limited to appointing the majority party in the parliament (Lok Sabha) as the Prime Minister.

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

111/369 **SUBMITTED TEXT** 32 WORDS **35%** **MATCHING TEXT** 32 WORDS

To explain the powers and functions of the Prime Minister • To describe the structure, powers and functions of Council of Ministers. • To understand the relation between the President and the Prime Minister

SA MHYS-45 Indian Administrative System.docx (D151906351)

112/369 **SUBMITTED TEXT** 46 WORDS **77%** **MATCHING TEXT** 46 WORDS

there shall be a Council of Ministers with the Prime Minister at the head to aid 74 NSOU CC-PA-03 NSOU CC-PA-03 75 and advise the President who shall, in the exercise of his functions, act in accordance with such advice.	there shall be a Council of Ministers with the Prime Minister at the head to aid and advise the President who shall, in the exercise of his functions, act in accordance with such advice.

W https://ddceutkal.ac.in/Syllabus/MA_PUB_ADD/Indian_Administration.pdf

113/369 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

Council of Ministers with the Prime Minister at the head.	Council of Ministers with the Prime Minister at the head

W https://ddceutkal.ac.in/Syllabus/MA_PUB_ADD/Indian_Administration.pdf

114/369 **SUBMITTED TEXT** 63 WORDS **95%** **MATCHING TEXT** 63 WORDS

It shall be the duty of the Prime Minister – A. to communicate to the President all decisions of the Council of Ministers relating to the administration of the affairs of the Union and proposals for legislation; B. to furnish such information relating to the administration of the affairs of the Union and proposals for legislation as the President may call for.

It shall be the duty of the Prime Minister to communicate to the President all decisions of the Council of Ministers relating to the administration of the affairs of the Union and proposals for legislation to furnish such information relating to the administration of the affairs of the Union and proposals for legislation as the President may call for

W https://ddceutkal.ac.in/Syllabus/MA_PUB_ADD/Indian_Administration.pdf

115/369 **SUBMITTED TEXT** 29 WORDS **59%** **MATCHING TEXT** 29 WORDS

The Prime Minister and the President : The President is the nominal head of the state and the Prime Minister is the actual head of the state under the

SA MHYS-45 Indian Administrative System.docx (D151906351)

116/369 **SUBMITTED TEXT** 21 WORDS **62%** **MATCHING TEXT** 21 WORDS

Judges of Supreme Court, Judges of the High Court, Election Commissioners, Members of the Union Public Service Commission, Members of

Judges of the Supreme Court, Chief Justices and Judges of the High Courts, Chairman and members of the Union Public Service Commission, Chairman and of

W https://ddceutkal.ac.in/Syllabus/MA_PUB_ADD/Indian_Administration.pdf

117/369 **SUBMITTED TEXT** 36 WORDS **52%** **MATCHING TEXT** 36 WORDS

the Prime Minister is the principal channel of communication between the President and the Council of Ministers. With the consent of Prime Minister, the President can appoint the other ministers of the Council of Ministers,

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

118/369 **SUBMITTED TEXT** 21 WORDS **70%** **MATCHING TEXT** 21 WORDS

Council of Ministers : The Prime Minister is the head of the Council of Ministers. With the consent of him, the

Council of Ministers The Chief Minister is the leader of the Council of Ministers. With the passage of time, the

W http://sdeuoc.ac.in/sites/default/files/sde_videos/SLM-Issues%20in%20Indian%20Administration.pdf

119/369 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

the National Commission for Scheduled Castes and Scheduled Tribes, and

SA CHAPTERS I TO VII AND BIBLIOGRAPHY.docx (D41105403)

120/369 **SUBMITTED TEXT** 14 WORDS **84%** **MATCHING TEXT** 14 WORDS

He presides over the meeting of Council of Ministers and influences the decisions

SA MHYS-45 Indian Administrative System.docx (D151906351)

121/369 **SUBMITTED TEXT** 17 WORDS **65%** **MATCHING TEXT** 17 WORDS

the Council of Ministers which shall aid and advice the President in the discharge of his

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

122/369 **SUBMITTED TEXT** 14 WORDS **88%** **MATCHING TEXT** 14 WORDS

of the Government; the Prime Minister is the linchpin of the Government." In

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

123/369 **SUBMITTED TEXT** 17 WORDS **75%** **MATCHING TEXT** 17 WORDS

Prime Minister is the leader of the majority political party in the Lok Sabha. It is

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

124/369 **SUBMITTED TEXT** 22 WORDS **45%** **MATCHING TEXT** 22 WORDS

Position of the Prime Minister After discussion of the above mention tremendous powers of the Prime Minister, we can say that he

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

125/369 **SUBMITTED TEXT** 29 WORDS **100%** **MATCHING TEXT** 29 WORDS

there shall be a Council of Ministers with the Prime Minister at the head to aid and advise the President who shall, in the exercise of his functions..."

there shall be a Council of Ministers with the Prime Minister at the head to aid and advise the President who shall, in the exercise of his functions,

W https://ddceutkal.ac.in/Syllabus/MA_PUB_ADD/Indian_Administration.pdf

126/369 **SUBMITTED TEXT** 35 WORDS **64%** **MATCHING TEXT** 35 WORDS

appointed by the President on the advice of the Prime Minister. In accordance with our constitution the Ministers shall hold office during the pleasure of the President. But in fact, the council of ministers

appointed by the president on the advice of the prime minister. ? The ministers shall hold office during the pleasure of the president ? The council of ministers

W http://www.aagasc.edu.in/cs/Public%20Administration.pdf

127/369 **SUBMITTED TEXT** 19 WORDS **100%** **MATCHING TEXT** 19 WORDS

The Council of Ministers consists of the Prime Minister, cabinet ministers, state ministers, deputy ministers, and parliamentary secretaries.

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

128/369 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

Deputy Ministers : Next in rank are the deputy ministers.They

Deputy Ministers: Next in rank are the Deputy Ministers. They

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

129/369 **SUBMITTED TEXT** 20 WORDS **58%** **MATCHING TEXT** 20 WORDS

independent charge of ministries or departments. They work under the Cabinet ministers or Ministers of states to assist them.

independent charge of ministries\ departments. They are attached to the cabinet ministers or ministers of the state and assist them

W http://www.aagasc.edu.in/cs/Public%20Administration.pdf

130/369 **SUBMITTED TEXT** 66 WORDS **53%** **MATCHING TEXT** 66 WORDS

in the House. According to the constitution, the total number of Ministers, including the Prime Minister, in the Council of Ministers shall not exceed fifteen per cent. of the total number of members of the House of the People. Anyway, the Council of Ministers consists of the three categories of ministers, such as – (a) Cabinet Ministers, (b) Ministers of States and (c) Deputy Ministers.

SA MHYS-45 Indian Administrative System.docx (D151906351)

131/369 **SUBMITTED TEXT** 20 WORDS **72%** **MATCHING TEXT** 20 WORDS

and the parliament. The cabinet prepares different bill, introduces them and pilots them through the two Houses of parliament. • The

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

132/369 **SUBMITTED TEXT** 21 WORDS **62%** **MATCHING TEXT** 21 WORDS

Judges of Supreme Court, Judges of the High Court, Election Commissioners, Members of the Union Public Service Commission, Members of

Judges of the Supreme Court, Chief Justices and Judges of the High Courts, Chairman and members of the Union Public Service Commission, Chairman and of

W https://ddceutkal.ac.in/Syllabus/MA_PUB_ADD/Indian_Administration.pdf

133/369 **SUBMITTED TEXT** 15 WORDS **89%** **MATCHING TEXT** 15 WORDS

that no money bill can be introduced without the prior consent of the President.

SA MHYS-45 Indian Administrative System.docx (D151906351)

134/369 **SUBMITTED TEXT** 14 WORDS **100%** **MATCHING TEXT** 14 WORDS

All the international treaties and agreements are considered and approved by the cabinet. • The

SA MHYS-45 Indian Administrative System.docx (D151906351)

135/369 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

the National Commission for Scheduled Castes and Scheduled Tribes, and

SA CHAPTERS I TO VII AND BIBLIOGRAPHY.docx (D41105403)

136/369 **SUBMITTED TEXT** 13 WORDS **100%** **MATCHING TEXT** 13 WORDS

the cabinet is the main coordinator among all ministries and departments of

SA MHYS-45 Indian Administrative System.docx (D151906351)

137/369 **SUBMITTED TEXT** 13 WORDS **83%** **MATCHING TEXT** 13 WORDS

the Council of Ministers are responsible to the House of the People

SA MHYS-45 Indian Administrative System.docx (D151906351)

138/369 **SUBMITTED TEXT** 35 WORDS **30%** **MATCHING TEXT** 35 WORDS

the importance of the cabinet or the council of ministers depends on the personality of the ministers of cabinet or council of ministers. 2.7 Conclusion The Prime Minister of India is the real head of the

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

139/369 **SUBMITTED TEXT** 26 WORDS **94%** **MATCHING TEXT** 26 WORDS

to inform the President all decisions of the Council of Ministers relating to the administration of the affairs of the Union and proposals for legislation.

to the President all decisions of the Council of Ministers relating to the administration of the affairs of the Union and proposals for legislation

W https://ddceutkal.ac.in/Syllabus/MA_PUB_ADD/Indian_Administration.pdf

140/369 **SUBMITTED TEXT** 18 WORDS **79%** **MATCHING TEXT** 18 WORDS

has to appoint the leader of the majority party in the Lok Sabha as the Prime Minister.

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

141/369 **SUBMITTED TEXT** 24 WORDS **63%** **MATCHING TEXT** 24 WORDS

The Prime Minister is the head of the Council of Ministers.
He presides over the meeting of the Council of Ministers.
He is

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

142/369 **SUBMITTED TEXT** 19 WORDS **100%** **MATCHING TEXT** 19 WORDS

The Council of Ministers consists of the Prime Minister,
cabinet ministers, state ministers, deputy ministers, and
parliamentary secretaries.

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

143/369 **SUBMITTED TEXT** 20 WORDS **58%** **MATCHING TEXT** 20 WORDS

There are three types of ministers in the Council of
Ministers. Such as : (a) Cabinet Ministers, (b) Ministers

SA 180E3620_ Indian Administration.docx (D165106916)

144/369 **SUBMITTED TEXT** 13 WORDS **73%** **MATCHING TEXT** 13 WORDS

of the Prime Minister's Office in India 3.4 Functions of the Prime Minister's Office

of the Prime Minister's Secretariat Office: The functions of the prime minister's secretariat /office

W https://ddceutkal.ac.in/Syllabus/MA_PUB_ADD/Indian_Administration.pdf

145/369 **SUBMITTED TEXT** 25 WORDS **78%** **MATCHING TEXT** 25 WORDS

of a department of the Government of India under the Allocation of Business Rules, 1961. It has no attached and subordinate office under it.

of a department of the Government of India under the Allocation of Business Rules, 1961 without any attached and subordinate office under it.

W https://ddceutkal.ac.in/Syllabus/MA_PUB_ADD/Indian_Administration.pdf

146/369 **SUBMITTED TEXT** 22 WORDS **97%** **MATCHING TEXT** 22 WORDS

It is an official link between the Prime Minister and his Ministers, the President, Governors, Chief Ministers and foreign representatives. The

It is an official link between the prime minister and his ministers, the president, governors, chief ministers and foreign representatives. On the

W https://ddceutkal.ac.in/Syllabus/MA_PUB_ADD/Indian_Administration.pdf

147/369 **SUBMITTED TEXT** 14 WORDS **88%** **MATCHING TEXT** 14 WORDS

the Prime Minister and the President of India. • Discuss the position of the

SA A Mockery of Anti-Corruption Institution in India.docx (D149826355)

148/369 **SUBMITTED TEXT** 25 WORDS **75%** **MATCHING TEXT** 25 WORDS

the Prime Minister's Office is not responsible for his functions, except for matters of personal correspondence between him and individual ministers. 3.5 Changing role of the

The prime minister's office is not responsible for his functions as the head of the Cabinet, except for matters of personal correspondence between him and individual ministers. Generally, the personality of the

W https://ddceutkal.ac.in/Syllabus/MA_PUB_ADD/Indian_Administration.pdf

149/369 **SUBMITTED TEXT** 30 WORDS **53%** **MATCHING TEXT** 30 WORDS

with all references that come under the purview of the Rules of Business. It also help the Prime Minister to discharge his assigned responsibility as head of the Government

with all references that come to the Prime Minister under the rules of Business. ? To help the Prime Minister in respect of his overall responsibilities as head of the Government. 77

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

150/369 **SUBMITTED TEXT** 17 WORDS **66%** **MATCHING TEXT** 17 WORDS

It helps the Prime Minister in regard to his responsibility as the chairman of the

SA 180E3620_ Indian Administration.docx (D165106916)

151/369 **SUBMITTED TEXT** 17 WORDS **100%** **MATCHING TEXT** 17 WORDS

status of a department of the Government of India under the Allocation of Business Rules, 1961.

status of a department of the Government of India under the Allocation of Business Rules, 1961

W https://ddceutkal.ac.in/Syllabus/MA_PUB_ADD/Indian_Administration.pdf

152/369 **SUBMITTED TEXT** 14 WORDS **96%** **MATCHING TEXT** 14 WORDS

The principal secretary to the Prime Minister is the administrative head of the

SA MHYS-45 Indian Administrative System.docx (D151906351)

153/369 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

is headed by the Principal Secretary to the Prime Minister.

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

154/369 **SUBMITTED TEXT** 42 WORDS **80%** **MATCHING TEXT** 42 WORDS

that the President shall make rules for the more convenient transaction of the business of the Government of India, and for the allocation among Ministers of the said business. The Central Secretariat is required for the more convenient transaction of the

that the president shall make rules for the more convenient transaction of the business of the government of India and for the allocation among ministers of the said business. The secretariat is required run the business of the

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

155/369 **SUBMITTED TEXT** 13 WORDS **100%** **MATCHING TEXT** 13 WORDS

one general department with the help of a Secretary and a few

one general department with the help of a secretary and a few

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

156/369 **SUBMITTED TEXT** 21 WORDS **86%** **MATCHING TEXT** 21 WORDS

of Secretariat began to change from a policy formulating, supervising and coordinative agency to that of an executive agency. 4.2

of the secretariat began to change from a merely policy formulating, supervising and coordinating agency to that of an executive agency

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

157/369 **SUBMITTED TEXT** 28 WORDS **48%** **MATCHING TEXT** 28 WORDS

of the Central Government. The secretariat is a staff agency. In the beginning, it was the office of the Governor General of India.The word ‘Secretariat’

SA MHYS-45 Indian Administrative System.docx (D151906351)

158/369 **SUBMITTED TEXT** 27 WORDS **72%** **MATCHING TEXT** 27 WORDS

supervision and control over the execution of policies through field agencies, and evaluating their work progress. • Coordinating and maintining policies; assisting other branches of the

supervision and control over the execution of policies and programmes by field agencies and evaluating their performance. (vi) Coordinating and interpreting policies, assisting other branches of the

W https://ddceutkal.ac.in/Syllabus/MA_PUB_ADD/Indian_Administration.pdf

159/369 **SUBMITTED TEXT** 14 WORDS **100%** **MATCHING TEXT** 14 WORDS

Central Government are governed by the Government of India (Allocation of Business) Rules, 1961.

SA MHYS-45 Indian Administrative System.docx (D151906351)

160/369 **SUBMITTED TEXT** 17 WORDS **62%** **MATCHING TEXT** 17 WORDS

The Central Secretariat is a combination of all the ministries and departments of the Central Government.

SA MHYS-45 Indian Administrative System.docx (D151906351)

161/369 **SUBMITTED TEXT** 14 WORDS **100%** **MATCHING TEXT** 14 WORDS

who may be assisted by a Minister of State and a Deputy Minister

who may be assisted by a minister of state and a deputy minister.

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

162/369 **SUBMITTED TEXT** 20 WORDS **94%** **MATCHING TEXT** 20 WORDS

But the Cabinet Secretariat, which is a Ministry comprising more than one Department, is still known as the Secretariat.

SA 180E3620_ Indian Administration.docx (D165106916)

163/369 **SUBMITTED TEXT** 72 WORDS **71%** **MATCHING TEXT** 72 WORDS

The structure and hierarchical order of the Central Secretariat is given below : Units Officer in- Charge Department Secretary or Additional Secretary or Special Secretary Wing Additional Secretary or Joint Secretary Division Director or Deputy Secretary Branch Under Secretary Section Section Officer

the structure and the hierarchy of officials of the Secretariat organization of a ministry: Units Officer-in-charge Department Secretary or Additional Secretary or Special Secretary Wing Additional Secretary or Joint Secretary Division Director or Deputy Secretary Branch Under Secretary Section Section Officer

W http://www.aagasc.edu.in/cs/Public%20Administration.pdf

164/369 **SUBMITTED TEXT** 19 WORDS **55%** **MATCHING TEXT** 19 WORDS

The Secretary is the administrative head of a ministry/department and he also the chief advisor to the Minister.

The secretary is the administrative head of the ministry or the department. He is the principal advisor to the minister

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

165/369 **SUBMITTED TEXT** 77 WORDS **96%** **MATCHING TEXT** 77 WORDS

to Gopalaswami Ayyangar, "A secretary should not be immersed in files and burdened with routine. It is essential that he should have time to grasp the overall picture, size up problems facing Government in the field allotted to his charge, and think and plan ahead. All these are his proper functions and must be efficiently performed. Failure to make adequate provision in this respect cannot be compensated by mere increase in the establishment under the control." (

to Gopalaswami suggested, 'A secretary should not be immersed in files and burdened with routine. It is essential that he should have time to grasp the overall picture, size up the problems facing government in the field allotted to his charge, and think and plan ahead. All these are his proper functions and must be efficiently performed. Failure to make adequate provision in this respect cannot be compensated by mere increase in the establishment under his control.

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

166/369 **SUBMITTED TEXT** 62 WORDS **72%** **MATCHING TEXT** 62 WORDS

The Secretariat system of work has lent balance, consistency and continuity to the administration and serves as nucleus for the total machinery. It has facilitated inter-ministry coordination and accountability to Pariament at the ministrial level. As an institutionalized system, it is indispensible for the proper functioning of the Government, (Government of India, Administrative Reform Commission, Report on the Government of India

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

167/369	SUBMITTED TEXT	14 WORDS	100%	MATCHING TEXT	14 WORDS

a Joint Secretary is always in charge of a wing of a department.

A joint secretary, is always in charge of a wing of a department.

W http://www.aagasc.edu.in/cs/Public%20Administration.pdf

168/369	SUBMITTED TEXT	10 WORDS	100%	MATCHING TEXT	10 WORDS

should not be either cheap Secretaries or expensive Deputy Secretaries." (

should not be either cheap secretaries or expensive deputy secretaries'.

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

169/369	SUBMITTED TEXT	15 WORDS	100%	MATCHING TEXT	15 WORDS

The Deputy Secretary is an officer who acts on behalf of the secretary. He

The deputy secretary is an officer who acts on behalf of the secretary. He

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

170/369	SUBMITTED TEXT	16 WORDS	90%	MATCHING TEXT	16 WORDS

there is not much difference between the roles of a Director and a Deputy Secretary

There is not much difference between the responsibilities of a Director and a Deputy Secretary,

W http://www.aagasc.edu.in/cs/Public%20Administration.pdf

171/369	SUBMITTED TEXT	15 WORDS	100%	MATCHING TEXT	15 WORDS

The grade of the Under Secretary should ordinarily initiate action on all inward communications,

The grade of the under secretary should ordinarily initiate action on all inward communications,

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

172/369	SUBMITTED TEXT	18 WORDS	100%	MATCHING TEXT	18 WORDS

immediately to the notice of the Deputy Secretary for any instructions which the latter might wish to give.....

immediately to the notice of the deputy secretary for any instructions which the latter might wish to give.

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

173/369 **SUBMITTED TEXT** 35 WORDS **98%** **MATCHING TEXT** 35 WORDS

More important files he should submit to the Deputy Secretary in such a form that in ordinary course the Deputy Secretary should be enabled to deal with the case quite briefly. Under Secretaries also

More important files he should submit to the deputy secretary in such a form that in ordinary course the deputy secretary should be enabled to deal with the case quite briefly. Under secretaries should also

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

174/369 **SUBMITTED TEXT** 21 WORDS **100%** **MATCHING TEXT** 21 WORDS

should attempt to reduce as far as possible the number of files to be formally submitted to the Deputy Secretary ....."
(

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

175/369 **SUBMITTED TEXT** 23 WORDS **55%** **MATCHING TEXT** 23 WORDS

Office Staff : The office of the Secretariat consists of the following personnel: • Section Officer • Assistant Section Officer • Upper Division Clerk • Lower Division Clerk • Steno-Typist and Typist • Manual

office The Office of Secretariat consists of the following personnel: ? Section Officer (Superintendent) ? Assistant Section Officers ? Upper Division Clerks ? Lower Division Clerks ? Steno- and Typists ? Manual

W http://www.aagasc.edu.in/cs/Public%20Administration.pdf

176/369 **SUBMITTED TEXT** 16 WORDS **90%** **MATCHING TEXT** 16 WORDS

Assistant Section Officers, Upper Division Clerks, Lower Division Clerks, Steno-typists and Typists and Manual Workers

Assistant Section Officers ? Upper Division Clerks ? Lower Division Clerks ? Steno-typists and Typists ? Manual Workers. 37

W http://www.aagasc.edu.in/cs/Public%20Administration.pdf

177/369 **SUBMITTED TEXT** 15 WORDS **88%** **MATCHING TEXT** 15 WORDS

may have a status ranging between that of the secretary and of under secretary.

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

178/369	SUBMITTED TEXT	14 WORDS	80%	MATCHING TEXT	14 WORDS

every official has to work in the Central Secretariat for a specified period

every official so deputed has to work in the Central Secretariat for a fixed period,

W http://www.aagasc.edu.in/cs/Public%20Administration.pdf

179/369	SUBMITTED TEXT	14 WORDS	80%	MATCHING TEXT	14 WORDS

every official has to work in the Central Secretariat for a specified period

every official so deputed has to work in the Central Secretariat for a fixed period,

W http://www.aagasc.edu.in/cs/Public%20Administration.pdf

180/369	SUBMITTED TEXT	20 WORDS	92%	MATCHING TEXT	20 WORDS

tenure system has strengthened the Office at the expense of the officer. A new officer depends too much on

tenure system has strengthened the office at the cost of the officer. A new officer depends too much on

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

181/369	SUBMITTED TEXT	14 WORDS	88%	MATCHING TEXT	14 WORDS

that the tenure system does not apply to all the departments of the

that the tenure system did not apply to all the departments of the

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

182/369	SUBMITTED TEXT	13 WORDS	83%	MATCHING TEXT	13 WORDS

superior positions in the secretariat are manned by officers who come from

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

183/369	SUBMITTED TEXT	13 WORDS	88%	MATCHING TEXT	13 WORDS

the tenure system does not apply to all the departments of the government. 4.5

the tenure system did not apply to all the departments of the government

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

184/369	SUBMITTED TEXT	17 WORDS	66%	MATCHING TEXT	17 WORDS

Government mechinery • India is divided into Ministries and department. These two taken together constitute the Central Secretariat. • The

Government of India is divided into Ministries and departments which, taken together, constitute the Central Secretariat. The

W https://ddceutkal.ac.in/Syllabus/MA_PUB_ADD/Indian_Administration.pdf

185/369	SUBMITTED TEXT	22 WORDS	66%	MATCHING TEXT	22 WORDS

Structure 5.0 Objectives 5.1 Introduction 5.2 Meaning of the Cabinet Secretariat 5.3 Composition of the Cabinet Secretariat 5.4 Role and Functions of the Cabinet Secretariat 5.5 Cabinet Secretary 5.6 Role of the

STRUCTURE 2.2.0 Objectives 2.2.1 Evolution of Cabinet Secretariat 2.2.3 of the Cabinet Secretariat 2.2.4 Functions of the Cabinet Secretariat 2.2.5 Role of the Cabinet Secretariat 2.2.6 The Cabinet Secretary 2.2.6.1 Role of the

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

186/369	SUBMITTED TEXT	45 WORDS	27%	MATCHING TEXT	45 WORDS

with the dawn of her independence, formed a Coucil of Minister headed by the Prime Minister. Immediately the Governing system required the secretarial service to the Council of Minister. But there was acute shortage of Administrative ofiicers. Because most of ICS left India for

With the dawn of independence in 1947, there came into being a council of ministers headed by the Prime Minister. The need for secretarial services to the Council was felt but, due to shortage of senior officers (as most of the ICS officers had left for

W https://ddceutkal.ac.in/Syllabus/MA_PUB_ADD/Indian_Administration.pdf

187/369	SUBMITTED TEXT	13 WORDS	83%	MATCHING TEXT	13 WORDS

superior positions in the secretariat are manned by officers who come from

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

188/369	SUBMITTED TEXT	17 WORDS	90%	MATCHING TEXT	17 WORDS

that the British pattern of organization, with suitable modification could be adopted in India. In 1948

that the British pattern of organization, with suitable modifications, could be adopted in India. In 1948,

W https://ddceutkal.ac.in/Syllabus/MA_PUB_ADD/Indian_Administration.pdf

189/369 **SUBMITTED TEXT** 23 WORDS **76%** **MATCHING TEXT** 23 WORDS

in the Cabinet Secretariat. But later in 1977 Department of Personnel and Administrative Reform was taken away from the Cabinet Secretariat, and	in the Cabinet Secretariat. In 1977, the Department of Personnel and Administrative Reforms was taken away from the Cabinet Secretariat and

W https://ddceutkal.ac.in/Syllabus/MA_PUB_ADD/Indian_Administration.pdf

190/369 **SUBMITTED TEXT** 20 WORDS **81%** **MATCHING TEXT** 20 WORDS

all ministers and departments of the Central Government. The Central Secretariat is a totality of all ministers and departments	all the and departments of the Central Government. The Central Secretariat is a totality of such ministries and departments.

W http://www.aagasc.edu.in/cs/Public%20Administration.pdf

191/369 **SUBMITTED TEXT** 18 WORDS **58%** **MATCHING TEXT** 18 WORDS

the Cabinet headed by the Prime Minister is the actual executive authority of the state of India	The cabinet headed by the prime minister is responsible for the entire administration of the government of India (

W http://www.aagasc.edu.in/cs/Public%20Administration.pdf

192/369 **SUBMITTED TEXT** 57 WORDS **49%** **MATCHING TEXT** 57 WORDS

for the entire administration of the Government of India. In this regard, the Cabinet Secretariat assists the Cabinet headed by the Prime Minister. The Cabinet Secretariat works under the direction and leadership of the Prime Minister of India. It takes a crucial role in the process of policy making of the Union Government. The Cabinet Secretariat	for the entire administration of the government of India (central administration).In this task, the cabinet is assisted by the cabinet secretariat. Thus, the cabinet secretariat is a staff agency to the union cabinet. It operates under the direction and leadership of the prime minister of India. It has an important coordinating role in the process of policy making at the highest level in the central government. The cabinet secretariat

W http://www.aagasc.edu.in/cs/Public%20Administration.pdf

193/369 **SUBMITTED TEXT** 17 WORDS **100%** **MATCHING TEXT** 17 WORDS

the status of a department of the Government of India under the Allocation of Business Rules.	the status of a department of the Government of India under the Allocation of Business Rules, 1961

W https://ddceutkal.ac.in/Syllabus/MA_PUB_ADD/Indian_Administration.pdf

194/369 **SUBMITTED TEXT** 20 WORDS **70%** **MATCHING TEXT** 20 WORDS

the Cabinet Secretariat took birth in 1947 by replacing the Secretariat of the Governor-General's Executive Council. 5.3 Composition of the Cabinet Secretariat

The cabinet secretariat came into existence in 1947 by replacing the secretariat of the governor-general's executive council. Organisation: The cabinet secretariat

W http://www.aagasc.edu.in/cs/Public%20Administration.pdf

195/369 **SUBMITTED TEXT** 18 WORDS **61%** **MATCHING TEXT** 18 WORDS

is the political head of the Cabinet Secretariat and the Cabinet Secretary is the administrative head of

SA MHYS-45 Indian Administrative System.docx (D151906351)

196/369 **SUBMITTED TEXT** 17 WORDS **88%** **MATCHING TEXT** 17 WORDS

deals with matters relating to the Joint Intelligence Committee of the Union Cabinet. 104

SA MHYS-45 Indian Administrative System.docx (D151906351)

197/369 **SUBMITTED TEXT** 21 WORDS **54%** **MATCHING TEXT** 21 WORDS

Functions of the Cabinet Secretariat The Prime function of the Cabinet Secretariat is to provide secretarial assistence to the Ministers of

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

198/369 **SUBMITTED TEXT** 16 WORDS **80%** **MATCHING TEXT** 16 WORDS

of the meetings of the Cabinet & its Committees on the orders of the Prime Minister.

SA 180E3620_ Indian Administration.docx (D165106916)

199/369 **SUBMITTED TEXT** 14 WORDS **100%** **MATCHING TEXT** 14 WORDS

The Cabinet Secretariat is the custodian of the papers of the Cabinet meetings.

SA 180E3620_ Indian Administration.docx (D165106916)

200/369 **SUBMITTED TEXT** 28 WORDS **74%** **MATCHING TEXT** 28 WORDS

the Central Government. h. It prepares and finalises the rules of business of the government and allots the business among Ministries and Departments of the Central Government with the	the central government. ? It prepares and finalises the rules of business of the government and allots the business of the government Ministries/departments of the union government with the

W http://www.aagasc.edu.in/cs/Public%20Administration.pdf

201/369 **SUBMITTED TEXT** 15 WORDS **100%** **MATCHING TEXT** 15 WORDS

the major activities of all Ministries/Departments by means of monthly summary of their activities.

SA 180E3620_ Indian Administration.docx (D165106916)

202/369 **SUBMITTED TEXT** 32 WORDS **100%** **MATCHING TEXT** 32 WORDS

Management of major crisis situations in the country and coordinating activities of various Ministries in such a situation is also one of the functions of the Cabinet Secretariat. 106

SA 180E3620_ Indian Administration.docx (D165106916)

203/369 **SUBMITTED TEXT** 16 WORDS **66%** **MATCHING TEXT** 16 WORDS

functions of the Cabinet Secretariat, many other cases are also brought before the Cabinet Secretariat,

SA 180E3620_ Indian Administration.docx (D165106916)

204/369 **SUBMITTED TEXT** 45 WORDS **64%** **MATCHING TEXT** 45 WORDS

assistance. Some of these are:- 1. Cases involving specially the issuing of ordinance 2. Address and Messages of the President to the Parliament 3. Proposal to summon or dissolve the Parliament. 4. Cases which involes the negotiation with Foreign Countries on Treaties, Agreements etc. 5. Proposal for sending delegation of persons abroad in any capacity. 6.

SA 180E3620_ Indian Administration.docx (D165106916)

205/369 **SUBMITTED TEXT** 18 WORDS **100%** **MATCHING TEXT** 18 WORDS

Cases which the President or the Prime Minister may require to be put before the Cabinet.

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

206/369 **SUBMITTED TEXT** 40 WORDS **100%** **MATCHING TEXT** 40 WORDS

The Cabinet Secretariat is responsible for the administration of the Government of India (Transaction of Business) Rules, 1961 and the Government of India (Allocation of Business) Rules 1961, facilitating smooth transaction of business in Ministries/ Departments of the Government. 5.5

SA 180E3620_ Indian Administration.docx (D165106916)

207/369 **SUBMITTED TEXT** 22 WORDS **100%** **MATCHING TEXT** 22 WORDS

The administrative head of the Secretariat is the Cabinet Secretary who is also the ex- officio Chairman of the Civil Services Board.

SA 180E3620_ Indian Administration.docx (D165106916)

208/369 **SUBMITTED TEXT** 16 WORDS **100%** **MATCHING TEXT** 16 WORDS

He acts as a link between the Prime Minister's Office (PMO) and various administrative agencies.

He acts as a link between the prime minister's office (PMO) and various administrative agencies

W http://www.aagasc.edu.in/cs/Public%20Administration.pdf

209/369 **SUBMITTED TEXT** 33 WORDS **95%** **MATCHING TEXT** 33 WORDS

The Cabinet Secretary provides the eyes and ears for the Prime Minister to keep in touch with the process of official business in the Central Government. But he is in no sense

The cabinet secretary provided the eyes and ears for the prime minister to keep in touch with the process of official business in the central government. But he is in no sense 119

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

210/369 **SUBMITTED TEXT** 45 WORDS **92%** **MATCHING TEXT** 45 WORDS

as head of the Cabinet Secretariat with the positive function of securing coordination as well as timely and effective action by all departments of the Government of India in all matters in which the Cabinet as a whole or the Prime Minister is interested.

SA 180E3620_ Indian Administration.docx (D165106916)

211/369 **SUBMITTED TEXT** 19 WORDS **97%** **MATCHING TEXT** 19 WORDS

general staff function, not a line function in relation to the ministries. His is to help, not to

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

212/369 **SUBMITTED TEXT** 13 WORDS **87%** **MATCHING TEXT** 13 WORDS

he keeps a close touch with other secretaries in charge of different

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

213/369 **SUBMITTED TEXT** 13 WORDS **95%** **MATCHING TEXT** 13 WORDS

he is a sort of advisor and conscience- keeper to all the

He is a sort of advisor and the conscience keeper to all the

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

214/369 **SUBMITTED TEXT** 18 WORDS **61%** **MATCHING TEXT** 18 WORDS

the morale of the Civil Servant high and professional. He acts as a buffer between politicians and

SA MHYS-45 Indian Administrative System.docx (D151906351)

215/369 **SUBMITTED TEXT** 14 WORDS **76%** **MATCHING TEXT** 14 WORDS

permanent officials. They come to him for advice and guidence whenever there are

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

216/369 **SUBMITTED TEXT** 14 WORDS **100%** **MATCHING TEXT** 14 WORDS

as the main channel of communication between the government and other concerned agencies,

as the main channel of communication between the government and other concerned agencies

W http://sdeuoc.ac.in/sites/default/files/sde_videos/SLM-Issues%20in%20Indian%20Administration.pdf

217/369 **SUBMITTED TEXT** 59 WORDS **58%** **MATCHING TEXT** 59 WORDS

has lent balance, consistency and continuity to the administration, and serves as a nucleus for the total machinery of ministry. It has facilitated 110 NSOU CC-PA-03 NSOU CC-PA-03 111 inter-ministry coordination and accountability to the Parliament at the ministerial level. As an institutionalized system, it is indispensable for the proper functioning of the Government."

has lent balance, consistency and continuity to the administration and serves as a nucleus for the total machinery of a ministry. It has facilitated inter-ministry coordination and accountability to Parliament at the ministerial level. As an instititionalized system, it is indispensable for the proper functioning of the government. 8.1.

W https://ddceutkal.ac.in/Syllabus/MA_PUB_ADD/Indian_Administration.pdf

218/369 **SUBMITTED TEXT** 20 WORDS **65%** **MATCHING TEXT** 20 WORDS

of the Central Secretariat The Central Secretariat is a total form of all ministers and departments of the Central Government.

SA MHYS-45 Indian Administrative System.docx (D151906351)

219/369 **SUBMITTED TEXT** 20 WORDS **81%** **MATCHING TEXT** 20 WORDS

all ministers and departments of the Central Government. The Central Secretariat is a totality of all ministers and departments

all the and departments of the Central Government. The Central Secretariat is a totality of such ministries and departments.

W http://www.aagasc.edu.in/cs/Public%20Administration.pdf

220/369 **SUBMITTED TEXT** 20 WORDS **52%** **MATCHING TEXT** 20 WORDS

Minister is the political head of the Cabinet Secretariat and the Cabinet Secretary is the administrative head of it.

Minister is the political head of the Department while the Secretary to the Department is the head. It

W https://ddceutkal.ac.in/Syllabus/MA_PUB_ADD/Indian_Administration.pdf

221/369 **SUBMITTED TEXT** 13 WORDS **100%** **MATCHING TEXT** 13 WORDS

The Cabinet Secretary provides the eyes and ears for the Prime Minister.

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

222/369 **SUBMITTED TEXT** 15 WORDS **100%** **MATCHING TEXT** 15 WORDS

The Cabinet Secretariat has three wings – Civil Wing, Military Wing and Intelligence Wing.

SA MHYS-45 Indian Administrative System.docx (D151906351)

223/369 **SUBMITTED TEXT** 13 WORDS **83%** **MATCHING TEXT** 13 WORDS

Unit - 1 ? Ministry of Home Affairs Structure 1.0 Objectives 1.1 Introduction 1.2 Ministry of Home Affairs :

SA MHYS-45 Indian Administrative System.docx (D151906351)

224/369 **SUBMITTED TEXT** 34 WORDS **40%** **MATCHING TEXT** 34 WORDS

of the Home Ministry. 1.1 Introduction The inception of the Home Ministry may be traced back to 1843, when the Secretary of the "Supreme Government" was seperated from the Government of Bengal. The Home Department

SA MHYS-45 Indian Administrative System.docx (D151906351)

225/369 **SUBMITTED TEXT** 20 WORDS **97%** **MATCHING TEXT** 20 WORDS

The Ministry of Home Affairs has always been in the nature of mother ministry in the Government of India.

SA MHYS-45 Indian Administrative System.docx (D151906351)

226/369 **SUBMITTED TEXT** 31 WORDS **85%** **MATCHING TEXT** 31 WORDS

external aggression and internal disturbance and to ensure that the government of every State is carried on in accordance with the provisions of the Constitution. In pursuance of these obligations,

external aggression and internal disturbance and to ensure that the Government of every state is carried on in accordance with the provisions of the Constitution. fulfilment of the obligations

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

227/369 **SUBMITTED TEXT** 20 WORDS **73%** **MATCHING TEXT** 20 WORDS

Ministry of Welfare. The Ministry of Home Affairs (MHA) has multifarious responsibilities, important among them being internal security, management

SA MHYS-45 Indian Administrative System.docx (D151906351)

228/369 **SUBMITTED TEXT** 32 WORDS **37%** **MATCHING TEXT** 32 WORDS

Ministry of Home Affairs : Organizational Structure Under the Government of India (Allocation of Business) Rules, 1961, the Ministry of Home Affairs has the following constituent Departments : Department of Internal Security,

SA MHYS-45 Indian Administrative System.docx (D151906351)

229/369 **SUBMITTED TEXT** 15 WORDS **73%** **MATCHING TEXT** 15 WORDS

Department of States, dealing with Centre- State relations, Inter-State relations, administration of Union Territories,

SA MHYS-45 Indian Administrative System.docx (D151906351)

230/369 **SUBMITTED TEXT** 96 WORDS **94%** **MATCHING TEXT** 96 WORDS

Union Territories Division : The Division deals with all legislative and constitutional matters relating to Union territories, including National Capital Territory of Delhi. It also functions as the cadre controlling authority of the Arunachal Pradesh-Goa-Mizoram and Union territory (AGMUT) cadre of Indian Administrative Service (IAS)/Indian Police Service (IPS) as also Delhi-Andaman and Nicobar Island Civil Service (DANICS)/ Delhi-Andaman and Nicobar Island Police Service (DANIPS). Besides, it is responsible for over-seeing the crime and law & order situationin Union Territories. 120

Union Territory Division The Division deals with all legislative and constitutional matters relating to Union Territories, including National Capital Territory of Delhi. It also functions as the cadre controlling authority of the Arunachal Pradesh-Goa-Mizoram and Union Territory (AGMUT) cadre of Indian Administrative Service (IAS)/Indian Police Service (IPS) as also Delhi- Andaman and Nicobar Island Civil Service (DANICS)/ Delhi-Andaman and Nicobar Island Police Service (DANIPS). Further, it is responsible for over-seeing the crime and law & order situation in Union Territories.

W http://www.aagasc.edu.in/cs/Public%20Administration.pdf

231/369 **SUBMITTED TEXT** 17 WORDS **87%** **MATCHING TEXT** 17 WORDS

Department of Internal Security, Department of States, Department of Home, Department of Jammu and Kashmir Affairs

SA 180E3620_ Indian Administration.docx (D165106916)

232/369 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

a consultative committee of the members of Parliament attached to

SA MHYS-45 Indian Administrative System.docx (D151906351)

233/369 **SUBMITTED TEXT** 13 WORDS **87%** **MATCHING TEXT** 13 WORDS

the Union to safeguard every state against External aggression and internal disturbance.

the Union to protect every State against external aggression and internal disturbance

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

234/369 **SUBMITTED TEXT** 17 WORDS **71%** **MATCHING TEXT** 17 WORDS

of a Cabinet Minister who is assisted by a Minister of State and a Deputy Minister.

of the Cabinet as Foreign Minister, who generally assisted by a Minister of State and/or a Deputy Minister.

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

235/369 **SUBMITTED TEXT** 16 WORDS **78%** **MATCHING TEXT** 16 WORDS

meets under the chairmanship of the Home Minister to discuss matters pertaining to the Ministry.

SA MHYS-45 Indian Administrative System.docx (D151906351)

236/369 **SUBMITTED TEXT** 19 WORDS **100%** **MATCHING TEXT** 19 WORDS

notification of appointment and resignation of the Prime Minister and other

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

237/369 **SUBMITTED TEXT** 52 WORDS **42%** **MATCHING TEXT** 52 WORDS

the Ministry of Finance, included three wings with it : (1) Expenditure; (2) Economic Affairs; (3) Revenue. Again in 1949, Ministry of Finance was reorganized. Two specific Departments were made : (1) Department of Revenue; (2) Department of Economic Affairs.

the ministry of finance. It was having three major Wings- expenditure, economic affairs and revenue. In 1949, the ministry of finance was reorganized into two departments- department of revenue and expenditure and department of economic affairs.

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

238/369 **SUBMITTED TEXT** 53 WORDS **50%** **MATCHING TEXT** 53 WORDS

Finance was now designated as the Ministry of Finance. It was organised into three wings, viz., Expenditure, Economic Affairs and Revenue. In 1949 it was organised into two Departments of Revenue and Expenditure and of Economic Affairs. In 1955 it was reorganized into four Departments: (i) Department of Economic Affairs. (ii) Department of Revenue; (

finance department was designated as the ministry of finance. It was having three major Wings-expenditure, economic affairs and revenue. In 1949, the ministry of finance was reorganized into two departments- department of revenue and expenditure and department of economic affairs. It was further reorganized in 1958, 1964, 1966, 1969, 1970 and 1985. In 1996-1997 the ministry comprised departments. These are the department of economic affairs, department of expenditure and department of revenue. 137

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

239/369 **SUBMITTED TEXT** 20 WORDS **73%** **MATCHING TEXT** 20 WORDS

in respect of leave of absence of the Governors and the President, salaries and allowances of ministers, deputy ministers

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

240/369 **SUBMITTED TEXT** 15 WORDS **82%** **MATCHING TEXT** 15 WORDS

of Cabinet rank. He is assisted by two Ministers of State. The Ministry of

SA MHYS-45 Indian Administrative System.docx (D151906351)

241/369 **SUBMITTED TEXT** 23 WORDS **88%** **MATCHING TEXT** 23 WORDS

Stamp Duties on bills of exchange, cheques, promissory notes, bills of lading, letters of credit, policies of insurance, transfer of shares, debentures,

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

242/369 **SUBMITTED TEXT** 19 WORDS **97%** **MATCHING TEXT** 19 WORDS

two statutory Boards viz., the Central Board of Direct Taxes, and the Central Board of Excise and Customs.

two statutory boards under it, viz., the central board of direct taxes and the central board of excise and customs.

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

243/369 **SUBMITTED TEXT** 24 WORDS **68%** **MATCHING TEXT** 24 WORDS

trust between the tax collector and the tax payer and to give incentives by suitable legislation in furtherance of socio- economic policies of the Government.

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

244/369 **SUBMITTED TEXT** 30 WORDS **39%** **MATCHING TEXT** 30 WORDS

the expenditure of the Defence Ministry. The Financial Adviser is also responsible for the internal audit, correct accounting and compilation of the Defence receipts and expenditure through the Controller

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

245/369 **SUBMITTED TEXT** 25 WORDS **81%** **MATCHING TEXT** 25 WORDS

and advises the Government on all matters pertaining to internal and external economic management including the working of commercial banks, investment regulations, external assistance

and advising the government on all matters relating to internal and external economic management, including the working of commercial banks, term lending institutions, investment regulations, external assistance,

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

246/369 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

The Department of Economic Affairs of the Ministry of Finance,

SA MHYS-45 Indian Administrative System.docx (D151906351)

247/369 **SUBMITTED TEXT** 15 WORDS **92%** **MATCHING TEXT** 15 WORDS

the Central Board of direct Taxes the Central Board of Excise and Customs, the

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

248/369 **SUBMITTED TEXT** 14 WORDS **100%** **MATCHING TEXT** 14 WORDS

who is of the rank of additional secretary to the Government of India.

SA n5.docx (D60579545)

249/369 **SUBMITTED TEXT** 26 WORDS **92%** **MATCHING TEXT** 26 WORDS

control in respect of matters relating to all the Direct and Indirect Union Taxes through two statutory Boards namely, the Central Board of Direct Taxes (

control in respect of matters relating to all the direct and indirect Union taxes through two statutory boards under it, viz., the central board of direct taxes

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

250/369 **SUBMITTED TEXT** 19 WORDS **80%** **MATCHING TEXT** 19 WORDS

intelligence, investigation and enforcement agencies' dealing with economic offences and the enforcement of economic laws. 2.4 Ministry of Finance :

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

251/369 **SUBMITTED TEXT** 13 WORDS **100%** **MATCHING TEXT** 13 WORDS

and Pilgrim parties from India to Shrines in Pakistan and vice versa.

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

252/369	SUBMITTED TEXT	17 WORDS	100%	MATCHING TEXT	17 WORDS

R. B. Jain, Public Administration in India: 21st Century Challenges for Good Governance (New Delhi: Deep

R.B Jain, Public Administration in India: 21st Century Challenges for Good Governance, New Delhi: Deep &

W http://socialsciences.in/article/administrative-reforms-india-0

253/369	SUBMITTED TEXT	49 WORDS	100%	MATCHING TEXT	49 WORDS

also ridden by the problems of vertical and horizontal imbalances. Explaining vertical Imbalances result because states are assigned responsibilities and in the process of fulfilling those that they incur expenditures disproportionate to their sources of revenue,

SA MHYS-45 Indian Administrative System.docx (D151906351)

254/369	SUBMITTED TEXT	12 WORDS	95%	MATCHING TEXT	12 WORDS

Dr. B.R. Ambedkar, the then law minister, established the finance commission

SA MHYS-45 Indian Administrative System.docx (D151906351)

255/369	SUBMITTED TEXT	151 WORDS	97%	MATCHING TEXT	151 WORDS

of India. This is because the states are able to gauge the needs and concerns of their people more effectively and hence, are more efficient in addressing them. Factors like historical backgrounds, differences in resources endowments etc. lead to the widening horizontal imbalances. Thus, as he has enshrined in the constitution of India, the recognition of these two problems Dr. Ambedkar has made several provisions to bridge the gap of finance between the centre and the states. These includes various articles in the constitution like article 268, which facilitates levy of duties by the centre but equips the state to collect and retain the same. Similarly there are article 269, 270, 275, 282 and 293 all of which specify ways and means of sharing resources between union and states. Also Act 280 as a whole speak of finance commission.

SA MHYS-45 Indian Administrative System.docx (D151906351)

256/369 **SUBMITTED TEXT** 23 WORDS **50%** **MATCHING TEXT** 23 WORDS

by the president of India. It was formed to define the financial relations between the centre and the state. The finance commission

SA MHYS-45 Indian Administrative System.docx (D151906351)

257/369 **SUBMITTED TEXT** 47 WORDS **62%** **MATCHING TEXT** 47 WORDS

the terms of qualification appointment and disqualification and term, digibility and powers of the finance commission. As per the constitution, the committee appointed every five 152 NSOU CC-PA-03 NSOU CC-PA-03 153 years and consists of a chairman and four others members.

SA MHYS-45 Indian Administrative System.docx (D151906351)

Ouriginal by Turnitin

258/369 **SUBMITTED TEXT** 320 WORDS **99%** **MATCHING TEXT** 320 WORDS

Article 280 (1) provides for the appointment by the president of a finance commission every five years, or earlier, if he consider it necessary. The commission consists of a chairman and four other members appointed by the President. Article 280 (2) provides that parliament is empowered to determine by law the requisite qualifications for appointment as members for the commission. Article 280 (3) provides for the functions of the commission, are to make recommendations to the President with regard to the following matters : • The distribution between the union and the state of the net proceeds of the taxes which are to be, or may be divided between them and the allocation of the respective shows of such proceeds. • The principles to govern the grants-in-aid of the revenues of the states out of the consolidated fund of India. • The measures needed to augment the state consolidated fund to supplement the resource of the Panchayats in the state on the basis of the recommendations made by the state finance commission. • The measures needed to augment the state consolidated fund to supplement the resources of the Municipalities in the state on the basis of the recommendations made by the state finance commissions. • Any other matter referred to it by the President in the interest of sound finance Article 280 (4) provides that commission is to determine its procedure and is to have such powers as parliament may by law confer on it. According to the finance commission act, it has all the powers of a civil court of summoning the witness, requiring production of any document, requiring any person to furnish information of any point which the commission regards as useful or relevant to any matter under its consideration. The finance commission can be characterised as the balance wheel of 154

SA MHYS-45 Indian Administrative System.docx (D151906351)

259/369 **SUBMITTED TEXT** 171 WORDS **92%** **MATCHING TEXT** 171 WORDS

and the states. Article 281 lays down that the president shall cause every recommendation made by the Finance commission together with an explanatory memorandum as to the action taken there on, to be laid before each house of Parliament. Article 243 (I) - State Finance Commission : This article provides for the establishment of a finance commission for reviewing financial position of the Panchayat. The governor of a state shall within one year from the commencement of the constitution (73rd Amendment) Act, 1992 and thereafter at the expiration of every fifth year, constitute a finance commission. The Legislature of the state may by law, provide for the composition of the commission, the qualification requisite for appointment of its members and the manner on which they shall be selected (Clause 1). It shall be the duty of the finance commission on the review the financial position of the Panchayats and to make recommendations to the Governor as to : The

SA MHYS-45 Indian Administrative System.docx (D151906351)

260/369 **SUBMITTED TEXT** 20 WORDS **52%** **MATCHING TEXT** 20 WORDS

Any other matter referred to the finance commission by the Governor in the interest of sound finance of the

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

261/369 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

together with an explanatory memorandum as to the action taken

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

262/369 **SUBMITTED TEXT** 71 WORDS **45%** **MATCHING TEXT** 71 WORDS

Chairman of the finance commission is selected among people who have had the experience of public affairs. The other four members are selected from people who : – are, or have been, or are qualified, as judge of High Court, or • Have knowledge of government finances or accounts. • Have had experience in administration and financial expertise, or, • Have special knowledge of economics.

SA 180E3620_ Indian Administration.docx (D165106916)

263/369 **SUBMITTED TEXT** 57 WORDS **60%** **MATCHING TEXT** 57 WORDS

Has all powers of the civil court as per the court of civil procedure, 1908. • Can summon and enforce the attendance of any witness or ask any person to deliver information or produce a document, which it derives relevant. Can ask for the production of any public record or document from any court or office.

SA MHYS-45 Indian Administrative System.docx (D151906351)

264/369 **SUBMITTED TEXT** 10 WORDS **100%** **MATCHING TEXT** 10 WORDS

Dr. B.R. Ambedkar, the chairman of the Drafting Committee,

Dr. B.R. Ambedkar, the Chairman of the Drafting Committee

W http://sdeuoc.ac.in/sites/default/files/sde_videos/SLM-Issues%20in%20Indian%20Administration.pdf

265/369 **SUBMITTED TEXT** 30 WORDS **71%** **MATCHING TEXT** 30 WORDS

Since the Finance Commission is a Constitutional body, framed as a Quasi-judicial character, its recommendation should not be turned down by the Government, unless there are very compelling reasons". 4.8

Since the Finance Commission is a constitutional body expected to be quasi-judicial, its recommendations should not be turned down by the Government of India unless there are very compelling reasons".

W https://quizlet.com/412777168/constitution-of-india-part-3-flash-cards/

266/369 **SUBMITTED TEXT** 23 WORDS **65%** **MATCHING TEXT** 23 WORDS

says that there shall be a Chief Election Commissioner and such other Election Commissioners as the President may, from time to time,

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

267/369 **SUBMITTED TEXT** 22 WORDS **100%** **MATCHING TEXT** 22 WORDS

The Election Commission shall consist of the Chief Election Commissioner and such number of other Election Commissioners, 164

The Election Commission shall consist of the chief election commissioner and such number of other commissioners,

W https://quizlet.com/412777168/constitution-of-india-part-3-flash-cards/

268/369 **SUBMITTED TEXT** 23 WORDS **100%** **MATCHING TEXT** 23 WORDS

if any, as the President may from time to time fix...

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

269/369 **SUBMITTED TEXT** 16 WORDS **65%** **MATCHING TEXT** 16 WORDS

remain in overall control of the Commission's work and he may ascertain the views of

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

270/369 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

The Chief Election Commissioner and other Election Commissioners (Conditions of service)

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

271/369 **SUBMITTED TEXT** 29 WORDS **63%** **MATCHING TEXT** 29 WORDS

the superintendence, direction and control of the preparation of the electoral roll of all elections to Parliament and the State Legislatures and office of the President and Vice- President.'

SA 180E3620_ Indian Administration.docx (D165106916)

272/369 **SUBMITTED TEXT** 22 WORDS **67%** **MATCHING TEXT** 22 WORDS

of Lokpal,like, Lokpal have power of superintending and directing over any investigative agency including CBI for cases referred to them by Lokpal. •

SA shubham khokha.docx (D38209278)

273/369 **SUBMITTED TEXT** 22 WORDS **100%** **MATCHING TEXT** 22 WORDS

Sweden is the first country to have the institution of Ombudsman, established

SA CHAPTERS I TO VII AND BIBLIOGRAPHY.docx (D41105403)

274/369 **SUBMITTED TEXT** 54 WORDS **91%** **MATCHING TEXT** 54 WORDS

recommended a two tier machinery to redress the grievances of public i.e. Lokpal and Lokayukta. The Lokpal would deal with complaints against Ministers and Secretaries of Central Government as well as in the states. The Lokayukta, one for the Centre and one in each State, would attend complaints against rest of the bureaucracy.

SA Thesis-Uma.docx (D15055108)

275/369 **SUBMITTED TEXT** 13 WORDS **100%** **MATCHING TEXT** 13 WORDS

the National Commission to Review the Working of the Constitution, 2002 (NCRWC)

SA n5.docx (D60579545)

276/369 **SUBMITTED TEXT** 36 WORDS **100%** **MATCHING TEXT** 36 WORDS

The Lokpal and Lokayuktas Act, 2013 has had a long chequered history. It took almost forty-five years to enact this important piece of legislation. The institution of Lokpal was first contemplated way back in early 1960

SA vivek chandel 2 august.docx (D110950439)

277/369 **SUBMITTED TEXT** 55 WORDS **100%** **MATCHING TEXT** 55 WORDS

with the aim to rooting out corruption in public offices. For the first time the Bill was introduced in the Fourth Lok Sabha as the Lokpal and Lokayuktas Bill, 1968. Since then the Bill has been introduced nine times in 1971, 1977, 1985, 1989, 1996, 1998, 2001 and twice in 176

SA vivek chandel 2 august.docx (D110950439)

278/369 **SUBMITTED TEXT** 67 WORDS **97%** **MATCHING TEXT** 67 WORDS

In view of the repeated postponement to enact this legislation, a campaign was launched by civil society organisations in 2011. They brought out their own version of the Bill titled 'The Jan Lokpal Bill'. The Government subsequently introduced a new Lokpal Bill on 4 August 2011, which was referred to the Department-related Parliamentary Standing Committee for examination on 8 August 2011. On 27 December 2011, the

SA vivek chandel 2 august.docx (D110950439)

279/369 **SUBMITTED TEXT** 13 WORDS **100%** **MATCHING TEXT** 13 WORDS

Bill was discussed and passed by the Lok Sabha with certain amendments.

SA vivek chandel 2 august.docx (D110950439)

280/369 **SUBMITTED TEXT** 24 WORDS **63%** **MATCHING TEXT** 24 WORDS

Salient features of the Lokpal and Lokayuktas Act, 2013 • It envisages a Lokpal at the Centre and Lokayuktas at the level of the

salient features of the Lokpal and Lokayuktas Act (2013) jkm 1. It seeks to establish the institution of the Lokpal at the Centre and the Lokayukta at the level of the

W https://quizlet.com/412777168/constitution-of-india-part-3-flash-cards/

281/369 **SUBMITTED TEXT** 62 WORDS **70%** **MATCHING TEXT** 62 WORDS

On 21 May 2012, the Rajya Sabha referred the Bill as passed by the Lok Sabha to the Select Committee of the Rajya Sabha. The Government accepted 14 of the 16 recommendations made by the Select Committee and accordingly amended the Lokpal and Lokayuktas Bill, 2011. The Bill as passed by the Rajya Sabha with certain amendments on 17 December 2012

SA vivek chandel 2 august.docx (D110950439)

282/369 **SUBMITTED TEXT** 32 WORDS **95%** **MATCHING TEXT** 32 WORDS

for setting up of the institution of Lokayukta through enactment of a law by the State Legislature within a period of 365 days from the date of commencement of the Act. •

for setting up of the institution of Lokayukta through enactment of a law by the State Legislature within a period of 365 days from the date of commencement of Act.

W https://quizlet.com/412777168/constitution-of-india-part-3-flash-cards/

283/369 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

Lokpal will consist of a chairperson and a maximum of

Lokpal will consist of a chairperson and a maximum of 8

W https://ddceutkal.ac.in/Syllabus/MA_PUB_ADD/Indian_Administration.pdf

284/369 **SUBMITTED TEXT** 95 WORDS **72%** **MATCHING TEXT** 95 WORDS

members, of which 50 per cent shall be judicial members. • 50 per cent of members of Lokpal shall be from SC/ST/OBCs, minorities and women. • The selection of chairperson and members of Lokpal shall be through a Selection Committee consisting of the Prime Minister, the Speaker, Lok Sabha, Leader of Opposition in the Lok Sabha, Chief Justice of India (CJI) or a sitting Supreme Court judge nominated by CJI, eminent jurist to be nominated by the President of India on the basis of recommendations of the first four members of the Selection Committee. •

members of which 50% shall be judicial members. 3. 50% of members of the Lokpal shall come from amongst the SCs, the STs, the OBCs, minorities and women. 4. The selection of Chairperson and the members of Lokpal shall be through a Selection Committee consisting of the Prime Minister, the Speaker the Lok Sabha, Leader of the Opposition in the Lok Sabha, the Chief Justice of India or a sitting Supreme Court Judge nominated by the Justice of and an eminent to be nominated by the President of India on the basis of recommendations of the first four members of the selection committee. 5.

W https://quizlet.com/412777168/constitution-of-india-part-3-flash-cards/

285/369 **SUBMITTED TEXT** 41 WORDS **87%** **MATCHING TEXT** 41 WORDS

The Lok Sabha agreed to the amendments made by the Rajya Sabha and passed the Bill on 18 December 2013. The Bill as passed by both Houses received thePresident's assent on 1 January 2014 and became Act No. 1 of 2014. 1.4

SA vivek chandel 2 august.docx (D110950439)

286/369 **SUBMITTED TEXT** 33 WORDS **64%** **MATCHING TEXT** 33 WORDS

The Chairperson and the Members are appointed by the President of India by warrant under his hand and seal and hold office for a term of five years 176

SA LSP-Khiangte - non-core work.docx (D110550206)

287/369 **SUBMITTED TEXT** 14 WORDS **100%** **MATCHING TEXT** 14 WORDS

or until they attain the age of 70 years, whichever is earlier. •

SA MHYS-45 Indian Administrative System.docx (D151906351)

288/369 **SUBMITTED TEXT** 22 WORDS **73%** **MATCHING TEXT** 22 WORDS

The salary, allowances and other conditions of services of the Chairperson are the same as that of Chief Justice of India.

SA vivek chandel 2 august.docx (D110950439)

289/369 **SUBMITTED TEXT** 18 WORDS **61%** **MATCHING TEXT** 18 WORDS

The salary, allowances and other conditions of services of the Members are the same as that of

SA vivek chandel 2 august.docx (D110950439)

290/369 **SUBMITTED TEXT** 25 WORDS **62%** **MATCHING TEXT** 25 WORDS

of the Supreme Court. • The Prime Minister has been brought under the purview of the Lokpal. • Lokpal's jurisdiction will cover all categories of public

SA CHAPTER.docx (D15147282)

291/369 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

The Lokpal has jurisdiction to inquire into allegations of corruption against

SA A Mockery of Anti-Corruption Institution in India.docx (D149826355)

292/369 **SUBMITTED TEXT** 53 WORDS **80%** **MATCHING TEXT** 53 WORDS

of Parliament, as well as officials of the Union Government under Groups A, B, C and D. Also covered are chairpersons, members, officers and directors of any board, corporation, society, trust or autonomous body either established by an Act of Parliament or wholly or partly funded by the Union or State government. •

SA Citizen and Administration- Redressal of Public Grievances (5 July).docx (D111621822)

293/369 **SUBMITTED TEXT** 33 WORDS **95%** **MATCHING TEXT** 33 WORDS

All entities receiving donations from foreign source in the context of the Foreign Contribution Regulation Act (FCRA) in excess of Rs. 10 lakh per year are brought under the jurisdiction of Lokpal (

SA shubham khokha.docx (D38209278)

294/369 **SUBMITTED TEXT** 21 WORDS **86%** **MATCHING TEXT** 21 WORDS

Directorate of Prosecution headed by a Director of Prosecution under the overall control of Director, CBI. The Director of Prosecution,

Directorate of Prosecution headed by a Director of Prosecution under the overall control of the Director of CBI; (ii) appointment of the Director Prosecution

W https://quizlet.com/412777168/constitution-of-india-part-3-flash-cards/

295/369 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

Transfer of officers of CBI investigating cases referred by Lokpal

transfer of officers of CBI investigating cases referred by Lokpal

W https://quizlet.com/412777168/constitution-of-india-part-3-flash-cards/

296/369 **SUBMITTED TEXT** 38 WORDS **95%** **MATCHING TEXT** 38 WORDS

Lokpal will have power of superintendence and direction over any investigative agency including CBI for cases referred to them by Lokpal. • A high powered committee chaired by the Prime Minister will recommend selection of the Director, CBI.

SA shubham khokha.docx (D38209278)

297/369 **SUBMITTED TEXT** 28 WORDS **92%** **MATCHING TEXT** 28 WORDS

the approval of Lokpal. • The Act also incorporates provisions for attachment and confiscation of property acquired by corrupt means, even while prosecution is pending. • The

SA Monika - Criminal Law.pdf (D77732588)

298/369 **SUBMITTED TEXT** 36 WORDS **85%** **MATCHING TEXT** 36 WORDS

a complaint. When a complaint is received, the Lokpal may order a preliminary inquiry by its Inquiry Wing or any other agency, or refer it for investigation by any agency, including the CBI, if there

SA Citizen and Administration- Redressal of Public Grievances (5 July).docx (D111621822)

299/369 **SUBMITTED TEXT** 19 WORDS **72%** **MATCHING TEXT** 19 WORDS

the Lokpal shall call for an explanation from the public servant to determine whether a prima facie case

SA Monika - Criminal Law.pdf (D77732588)

300/369 **SUBMITTED TEXT** 38 WORDS **100%** **MATCHING TEXT** 38 WORDS

to the Central Vigilance Commission (CVC). The CVC will send a report to the Lokpal regarding officials falling under Groups A and B; and proceed as per the CVC Act against those in Groups C and D.

SA Citizen and Administration- Redressal of Public Grievances (5 July).docx (D111621822)

301/369 **SUBMITTED TEXT** 45 WORDS **85%** **MATCHING TEXT** 45 WORDS

giving an opportunity to the public servant accused of corruption for his/her defence, decide whether it should proceed with the investigation. It can order a full investigation, or direct to start departmental proceedings or close the proceedings. It may also proceed against the complainant

SA Citizen and Administration- Redressal of Public Grievances (5 July).docx (D111621822)

302/369 **SUBMITTED TEXT** 18 WORDS **90%** **MATCHING TEXT** 18 WORDS

Section 197 of the Code of Criminal Procedure and Section 19 of the Prevention of Corruption Act.

SA LSP-Khiangte - non-core work.docx (D110550206)

303/369 **SUBMITTED TEXT** 31 WORDS **56%** **MATCHING TEXT** 31 WORDS

The lokpal is vested with the power of search and seizure and also powers 178 NSOU CC-PA-03 NSOU CC-PA-03 179 under the Civil Procedure Code

SA Citizen and Administration- Redressal of Public Grievances (5 July).docx (D111621822)

304/369 **SUBMITTED TEXT** 24 WORDS **87%** **MATCHING TEXT** 24 WORDS

of corruption. Lokpal will have power of superintendence and direction over any central investigation agency including CBI for cases referred to them by

SA shubham khokha.docx (D38209278)

305/369 **SUBMITTED TEXT** 32 WORDS **93%** **MATCHING TEXT** 32 WORDS

to international relations, external and internal security, public order, atomic energy and space, unless a full Bench of the Lokpal, consisting of its chair and all members, considers the initiation of

SA CHAPTER.docx (D15147282)

306/369 **SUBMITTED TEXT** 66 WORDS **73%** **MATCHING TEXT** 66 WORDS

selection of chairperson and members of Lokpal by a committee consisting of the Prime Minister, Lok Sabha Speaker, Leader of Opposition in Lok Sabha, Chief Justice of India or a sitting SC judge nominated by the him, and an eminent jurist to be nominated by President of India on the basis of recommendations of first four members of selection

selection of the Chairperson and the members of Lokpal be through Selection Committee consisting of the Minister, the of the Lok Sabha, Leader of the Opposition in the Lok Sabha, the Justice of or a Supreme Court Judge nominated by the Chief Justice India and an eminent jurist to be nominated by the President of India on the basis of recommendations of the first four members of the selection

W https://quizlet.com/412777168/constitution-of-india-part-3-flash-cards/

307/369 **SUBMITTED TEXT** 34 WORDS **50%** **MATCHING TEXT** 34 WORDS

and at least two-thirds of the members approve it. Such a hearing should be held in camera, and if the complaint is dismissed, the records shall not be published or made available to anyone. 1.7

SA Lokpal-The Indian Ombudsman.docx (D32174412)

308/369 **SUBMITTED TEXT** 13 WORDS **83%** **MATCHING TEXT** 13 WORDS

not look forward any benefit or pecuniary advantages from the Executive Government.

not look forward to any benefit or pecuniary advantage from the executive government.

W http://www.aagasc.edu.in/cs/Public%20Administration.pdf

309/369 **SUBMITTED TEXT** 12 WORDS **90%** **MATCHING TEXT** 12 WORDS

Supreme Court judge Pinaki Chandra Ghose as the first Lokpal of

SA vivek chandel 2 august.docx (D110950439)

310/369	SUBMITTED TEXT	23 WORDS	61%	MATCHING TEXT	23 WORDS

special interim report on “Problems of Redressal of Citizen's Grievances” published in 1966. It recommended the creation of two independent authorities -

special interim report on Problems of Redressal of Citizen’s Grievances’ in 1966. In this report, ARC recommended the setting up of two special authorities

W https://iasexamportal.com/courses/ias-mains/pub-ad/accountability-and-control/citizen-and-adminis ...

311/369	SUBMITTED TEXT	18 WORDS	76%	MATCHING TEXT	18 WORDS

in 1971. Rajasthan followed suit in 1973, Uttar Pradesh in 1975, Madhya Pradesh in 1981, Andhra Pradesh

SA CHAPTER.docx (D15147282)

312/369	SUBMITTED TEXT	14 WORDS	100%	MATCHING TEXT	14 WORDS

It was first set up in 1986 under the Karnataka Lokayukta Act, 1984.

SA Monika - Criminal Law.pdf (D77732588)

313/369 **SUBMITTED TEXT** 236 WORDS **88%** **MATCHING TEXT** 236 WORDS

The Karnataka Lokayukta Act was recently amended by the state government following the resignation of the Lokayukta, Justice Santosh Hegde. Justice Hegde had been demanding additional powers for the Lokayukta - especially the power to investigate suo-motu. Following the amendment, the Lokayukta has been given the suo motu powers to investigate all public servants except the Chief Minister, Ministers, Legislators and those nominated by the government. Following are the main provisions of the Karnataka Lokayukta Act: • The public servants who are covered by the Act include the Chief Minister, Ministers, Legislators and all officers of the state government including the heads of bodies and corporations established by any law of the state legislature. • The body is constituted for a term of five years and consists of one Lokayukta and one or more Upalokayuktas. All members must have been judges, with either the Supreme Court or some High Court. • Members are appointed on the advice of the Chief Minister in consultation with the Chief Justice of the Karnataka High Court, the Chairman of the Karnataka Legislative Council, the Speaker of the Karnataka Legislative Assembly, and the Leader of Opposition in both Houses. • Investigations involving the Chief Minister, Ministers, Legislators and those nominated by the government must be based on written complaints. Other public servants can be investigated suo-motu. • Reports of the

SA Monika - Criminal Law.pdf (D77732588)

314/369 **SUBMITTED TEXT** 15 WORDS **100%** **MATCHING TEXT** 15 WORDS

Lokayukta are recommendatory. It does not have the power to prosecute. 186

SA Monika - Criminal Law.pdf (D77732588)

315/369 **SUBMITTED TEXT** 21 WORDS **91%** **MATCHING TEXT** 21 WORDS

consultation with the Chief Justice of the High Court, and the leader of the Opposition in Legislature' • The

consultation with the Chief Justice of the High Court and the Leader of the opposition in the

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

316/369 **SUBMITTED TEXT** 43 WORDS **88%** **MATCHING TEXT** 43 WORDS

Section 63 of the Lokpal and Lokayuktas Act 2013 envisages that every State shall establish a body to be known as the Lokayukta within a period of one year from the date of commencement of the Act. Unfortunately many States did not

SA vivek chandel 2 august.docx (D110950439)

317/369 **SUBMITTED TEXT** 38 WORDS **95%** **MATCHING TEXT** 38 WORDS

the apex vigilance institution, free of control from any executive authority, monitoring all vigilance activity under the Central Government and advising various authorities in Central Government organizations in planning, executing, reviewing and reforming their vigilant work.

the apex Vigilance institution, free of control from any executive authority, monitoring all vigilance activity under the Central Government and advising various authorities in Central Government Organizations in planning, executing, reviewing and reforming their vigilance work.

W https://thefactfactor.com/facts/law/civil_law/administrative-law/central-vigilance-commission/4383/

318/369 **SUBMITTED TEXT** 14 WORDS **76%** **MATCHING TEXT** 14 WORDS

the 'Report of The Committee on Prevention of Corruption (K. Santhanam Committee Report)

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

319/369 **SUBMITTED TEXT** 18 WORDS **71%** **MATCHING TEXT** 18 WORDS

was set up by a Government Resolution in February, 1964 on the recommendations of the Santhanam Committee.

SA Indian Lokpal.docx (D32116573)

320/369 **SUBMITTED TEXT** 42 WORDS **100%** **MATCHING TEXT** 42 WORDS

the CVC Bill was passed by both the houses of Parliament in 2003 and the President gave its assent on September 11, 2003. Thus the Central Vigilance Commission Act 2003 (No. 45 of 2003) came into effect from that date. The

SA Lokpal-The Indian Ombudsman.docx (D32174412)

321/369 **SUBMITTED TEXT** 26 WORDS **77%** **MATCHING TEXT** 26 WORDS

the Central Vigilance Commission Act, 2003. Accordingly, the Commission shall consist ofa Central Vigilance Commissioner as Chairperson and not more than two Vigilance Commissioners as

SA Chapter 4adi_BBALLB_shailja112197@outlook.com.docx (D50935073)

322/369 **SUBMITTED TEXT** 29 WORDS **89%** **MATCHING TEXT** 29 WORDS

has authorized the Central Vigilance Commission as the "Designated Agent" to receive written complaints for disclosure on any allegation of corruption or misuse of office and recommend appropriate action. 3.3

SA n5.docx (D60579545)

323/369 **SUBMITTED TEXT** 23 WORDS **79%** **MATCHING TEXT** 23 WORDS

Members of All India Service serving in connection with the affairs of the Union and Group A officers of the Central Government;

SA A Mockery of Anti-Corruption Institution in India.docx (D149826355)

324/369 **SUBMITTED TEXT** 24 WORDS **70%** **MATCHING TEXT** 24 WORDS

the Prevention of Corruption Act, 1988; or an offence under the Criminal Procedure Code (Cr.PC) for certain categories of public servants. •

the Prevention of Corruption Act (PC or offences under the Criminal Procedure Code (Cr. P.C.) for certain categories of public servants

W https://thefactfactor.com/facts/law/civil_law/administrative-law/central-vigilance-commission/4383/

325/369 **SUBMITTED TEXT** 16 WORDS **80%** **MATCHING TEXT** 16 WORDS

as it relates to the investigation of offences under the Prevention of Corruption Act, 1988. •

as it relates to the investigation of offences alleged to have been committed the Prevention of Corruption Act, 1988.

W https://iasexamportal.com/courses/ias-mains/pub-ad/accountability-and-control/citizen-and-adminis ...

326/369 **SUBMITTED TEXT** 15 WORDS **78%** **MATCHING TEXT** 15 WORDS

the functioning of the Delhi Special Police Establishment (CBI) insofar as it relates to

SA A Mockery of Anti-Corruption Institution in India.docx (D149826355)

327/369 **SUBMITTED TEXT** 40 WORDS **65%** **MATCHING TEXT** 40 WORDS

the Prevention of Corruption Act, 1988. • It inquires or causes an inquiry or investigation to be made into any complaint received against any official belonging to such category of officials

the Prevention of Corruption Act. 1988. an inquiry or investigation to be conducted into any complaint against any official belonging to the below mentioned category officials

W https://iasexamportal.com/courses/ias-mains/pub-ad/accountability-and-control/citizen-and-adminis ...

328/369 **SUBMITTED TEXT** 18 WORDS **78%** **MATCHING TEXT** 18 WORDS

or causes an inquiry or investigation to be made on a reference by the Central Government –

SA h14739.pdf (D110820429)

329/369 **SUBMITTED TEXT** 45 WORDS **70%** **MATCHING TEXT** 45 WORDS

applications pending with the competent authorities for sanction of prosecution under the Prevention of Corruption Act, 1988. • It tenders advice to the Central Government and its organizations on such matters as may be referred to it by them. • It exercises superintendence over the vigilance

applications pending with the competent authorities for the sanction of prosecution under the Prevention of Corruption Act, 1988. • To tender advise to the Central government and its authorities on such matters as are referred to it by them. • To exercise superintendence over the vigilance

W https://iasexamportal.com/courses/ias-mains/pub-ad/accountability-and-control/citizen-and-adminis ...

330/369 **SUBMITTED TEXT** 14 WORDS **100%** **MATCHING TEXT** 14 WORDS

public services and posts in connection with the affairs of the Union or

public services and posts in connection with the affairs of the Union or

W http://sdeuoc.ac.in/sites/default/files/sde_videos/SLM-Issues%20in%20Indian%20Administration.pdf

331/369 **SUBMITTED TEXT** 17 WORDS **73%** **MATCHING TEXT** 17 WORDS

any disclosure in respect of which a formal and public inquiry has been ordered under the

any action". In respect of which a formal and public enquiry has already been ordered. Second, the

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

332/369 **SUBMITTED TEXT** 24 WORDS **92%** **MATCHING TEXT** 24 WORDS

the progress of investigations conducted by the DSPE (CBI) into offences alleged to have been committed under the Prevention of Corruption Act, 1988

SA Lokpal-The Indian Ombudsman.docx (D32174412)

333/369 **SUBMITTED TEXT** 18 WORDS **62%** **MATCHING TEXT** 18 WORDS

REPORT OF THE Committee on Prevention of Corruption (K. Santhanam Committee Report) under Ministry of Home Affairs (1963). •

SA Lokpal-The Indian Ombudsman.docx (D32174412)

334/369 **SUBMITTED TEXT** 47 WORDS **87%** **MATCHING TEXT** 47 WORDS

traces its origin to the Special Police Establishment (SPE) which was set up in 1941 by the Government of India. The functions of the SPE then were to investigate cases of bribery and corruption in transactions with the War and Supply Department of India during World War-

SA Indian Lokpal.docx (D32116573)

335/369 **SUBMITTED TEXT** 42 WORDS **96%** **MATCHING TEXT** 42 WORDS

Even after the end of the War, the need for a Central Government agency to investigate cases of bribery and corruption by Central Government employees was felt. The Delhi Special Police Establishment (DPSE) Act was therefore brought into force in 1946

SA Lokpal-The Indian Ombudsman.docx (D32174412)

336/369	SUBMITTED TEXT	36 WORDS	68%	MATCHING TEXT	36 WORDS

enlarged to cover all departments of the Govt. of India. The jurisdiction of the DSPE extended to all the Union Territories and could be extended also to the States with the consent of the State

enlarged to cover all departments of the Government of India. Its jurisdiction extended to the Union Territories, and could be further extended to the states with the consent of the state

W http://www.aagasc.edu.in/cs/Public%20Administration.pdf

337/369	SUBMITTED TEXT	19 WORDS	100%	MATCHING TEXT	19 WORDS

DSPE acquired its popular current name, Central Bureau of Investigation (CBI), through a Home Ministry resolution dated 01.04.1963.

DSPE acquired its popular current name, Central Bureau of Investigation (CBI), through a Home Ministry resolution dated 1.4.1963.

W http://www.aagasc.edu.in/cs/Public%20Administration.pdf

338/369	SUBMITTED TEXT	65 WORDS	100%	MATCHING TEXT	65 WORDS

The legal powers of investigation of the CBI are derived from the DSPE Act 1946, which confers powers, duties, privileges and liabilities on the Delhi Special Police Establishment (CBI) and officers of the Union Territories. The central government may extend to any area (except Union Territories) the powers and jurisdiction of the CBI for investigation, subject to the consent of 204

The legal powers of investigation of the CBI are derived from the DSPE Act 1946, which confers powers, duties, privileges and liabilities on the Delhi Special Police Establishment (CBI) and officers of the Union Territories. The central government may extend to any area (except Union Territories) the powers and jurisdiction of the CBI for investigation, subject to the consent of

W http://www.aagasc.edu.in/cs/Public%20Administration.pdf

339/369	SUBMITTED TEXT	66 WORDS	97%	MATCHING TEXT	66 WORDS

the High Courts and the Supreme Court have the jurisdiction to order a CBI investigation into an offence alleged to have been committed in a state without the state's consent, according to a five-judge constitutional bench of the Supreme Court (in Civil Appeals 6249 and 6250 of 2001) on 17 Feb 2010. After the

The High Courts and the Supreme Court have the jurisdiction to order a CBI investigation into an offence alleged to have been committed in a state without the state's consent, according to a five-judge constitutional bench of the Supreme Court (in Civil Appeals 6249 and 6250 of 2001) on 17 Feb 2010. The

W http://www.aagasc.edu.in/cs/Public%20Administration.pdf

340/369	SUBMITTED TEXT	10 WORDS	100%	MATCHING TEXT	10 WORDS

particularly of hoarding, black-marketing and profiteering in essential commodities,

SA A Mockery of Anti-Corruption Institution in India.docx (D149826355)

341/369 **SUBMITTED TEXT** 22 WORDS **92%** **MATCHING TEXT** 22 WORDS

Lokpal will have power of superintendence and direction over any central investigation agency including CBI for cases referred to them by

SA shubham khokha.docx (D38209278)

342/369 **SUBMITTED TEXT** 60 WORDS **75%** **MATCHING TEXT** 60 WORDS

The CBI being a Union subject may investigate: I. Offences against central-government employees, or concerning affairs of the central government and employees of central public-sector undertakings and public-sector banks. II. Cases involving the financial interests of the central government. III. Breaches of central laws enforceable by the Government of India. IV. Major fraud or embezzlement; multi-state organized crime. V. Multi-agency or international cases.

The CBI being a Union subject may investigate: ? Offences against central-government employees, or concerning affairs of the central government and employees of central public-sector undertakings and public-sector banks ? Cases involving the financial interests of the central government ? Breaches of central laws enforceable by the Government of India ? Major fraud or embezzlement; multi-state organised crime ? Multi-agency or international cases

W http://www.aagasc.edu.in/cs/Public%20Administration.pdf

343/369 **SUBMITTED TEXT** 18 WORDS **75%** **MATCHING TEXT** 18 WORDS

Transfer of officers of CBI investigating cases referred by Lokpal cannot be effected without the approval of Lokpal.

SA Monika - Criminal Law.pdf (D77732588)

344/369 **SUBMITTED TEXT** 41 WORDS **96%** **MATCHING TEXT** 41 WORDS

The CBI is headed by a Director. He is assisted by a Special Director or an Additional Director. Additionally, it has a number of joint directors, deputy inspector generals, superintendents of police and all other usual ranks of police personnel.

The CBI is headed by a Director. He is assisted by a special director or additional director. Additionally, it has a number of joint directors, deputy inspector generals, superintendents of police and all other usual ranks of police personnel.

W https://iasexamportal.com/courses/ias-mains/pub-ad/accountability-and-control/citizen-and-adminis ...

345/369 **SUBMITTED TEXT** 29 WORDS **100%** **MATCHING TEXT** 29 WORDS

and organized crime under the Indian Penal Code and other laws on the requests of State Governments or on the orders of the Supreme Court and High Courts.

and organized crime under the Indian Penal Code and other laws on the requests of State Governments or on the orders of the Supreme Court and High Courts. •

W https://blog.forumias.com/polity/extra-constitutional-bodies/

346/369	SUBMITTED TEXT	18 WORDS	95%	MATCHING TEXT	18 WORDS

The Director of CBI has been provided security of two-year tenure

the committee. • Director of CBI has been provided security of two year tenure,

W https://blog.forumias.com/polity/extra-constitutional-bodies/

347/369	SUBMITTED TEXT	52 WORDS	53%	MATCHING TEXT	52 WORDS

Act, 2013) empowers an Appointment Committee to appoint the director of CBI. The committee consists the following dignitaries: 208 NSOU CC-PA-03 NSOU CC-PA-03 209 1. Prime Minister – Chairperson 2. Leader of Opposition of Loksabha – Member (LOP) 3. Chief Justice of India or a Supreme Court Judge recommended by the

Act empowers a committee to appoint the director of CBI. The committee consists the following people: ? Minister – chairperson ? Leader of Opposition – member 52 V. CHANDRASEKARAN, ASST. PROFESSOR OF PUBLIC ADMINISTRATION, AAGASC, Chief Justice of India or a Supreme Court Judge recommended by the

W http://www.aagasc.edu.in/cs/Public%20Administration.pdf

348/369	SUBMITTED TEXT	19 WORDS	94%	MATCHING TEXT	19 WORDS

Director of CBI as Inspector-General of Police, Delhi Special Police Establishment, is responsible for the administration of the

Director of CBI • Director, CBI as Inspector General of Police, Delhi Special Police Establishment, is responsible for the administration of the

W https://blog.forumias.com/polity/extra-constitutional-bodies/

349/369	SUBMITTED TEXT	12 WORDS	88%	MATCHING TEXT	12 WORDS

basis of "seniority, integrity and experience in the investigation of ant-corruption cases". 4.6

basis of seniority, integrity, and experience in the investigation of anti-corruption cases,

W https://blog.forumias.com/polity/extra-constitutional-bodies/

350/369	SUBMITTED TEXT	17 WORDS	71%	MATCHING TEXT	17 WORDS

the absence of a formal Leader of Opposition in the Lok Sabha, the leader of the

SA Thesis By Kumari Snigdha.pdf (D128433735)

351/369 **SUBMITTED TEXT** 15 WORDS **89%** **MATCHING TEXT** 15 WORDS

of the Prime Minister, Chief Justice of India and Leader of the Opposition. The

SA DR. Atma Ram-Efforts for Administrative Reforms in India.docx (D23434349)

352/369 **SUBMITTED TEXT** 31 WORDS **81%** **MATCHING TEXT** 31 WORDS

The concept of an open Government is the direct emanation from the right to know which seems implicit in the right of free speech and expression guaranteed under Article 19(1)(a).

the concept of open government stating it to be the direct emanation from the right to know which seems to be implicit in the right of free speech and expression guaranteed under Article 19(1) (a)

W http://sdeuoc.ac.in/sites/default/files/sde_videos/SLM-Issues%20in%20Indian%20Administration.pdf

353/369 **SUBMITTED TEXT** 24 WORDS **80%** **MATCHING TEXT** 24 WORDS

the functioning of Government must be the rule, and secrecy an exception justified only where the strictest requirement of public interest so demands.

the functioning of Government must be the rule and secrecy is justified only where the strictest requirement of public interest demands.

W http://sdeuoc.ac.in/sites/default/files/sde_videos/SLM-Issues%20in%20Indian%20Administration.pdf

354/369 **SUBMITTED TEXT** 14 WORDS **92%** **MATCHING TEXT** 14 WORDS

of the Prime Minister, Chief Justice of India and Leader of the Opposition

SA DR. Atma Ram-Efforts for Administrative Reforms in India.docx (D23434349)

355/369 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

the National Campaign for People's Right to Information (NCPRI) was

SA CHAPTERS I TO VII AND BIBLIOGRAPHY.docx (D41105403)

356/369 **SUBMITTED TEXT** 26 WORDS **87%** **MATCHING TEXT** 26 WORDS

or exempted under the Official Secrets Act, 1923 can be disclosed if public interest in disclosure overweighs the harm to the protected interests. The information

or those exempted under the Official Secrets Act can be disclosed if public interest in disclosure overweighs the harm to the protected interest.[8] Also, the exempted information(

W http://sdeuoc.ac.in/sites/default/files/sde_videos/SLM-Issues%20in%20Indian%20Administration.pdf

357/369 **SUBMITTED TEXT** 21 WORDS **100%** **MATCHING TEXT** 21 WORDS

would cease to be exempted if 20 years have lapsed after occurrence of the incident to which the information relates.

would cease to be exempted if 20 years have lapsed after occurrence of the incident to which the information relates. ?

W http://sdeuoc.ac.in/sites/default/files/sde_videos/SLM-Issues%20in%20Indian%20Administration.pdf

358/369 **SUBMITTED TEXT** 35 WORDS **87%** **MATCHING TEXT** 35 WORDS

may prefer a second appeal with the Information Commission within ninety days from the date on which the decision should have been made by the first appellate authority or was actually received by the appellant.

may prefer a second appeal with the Central Information Commission (CIC)/State Information Commission (SIC) within 90 days from the date on which the decision should have been made by the first appellate authority or was actually received by the appellant.

W http://sdeuoc.ac.in/sites/default/files/sde_videos/SLM-Issues%20in%20Indian%20Administration.pdf

359/369 **SUBMITTED TEXT** 27 WORDS **76%** **MATCHING TEXT** 27 WORDS

law made by the Parliament or a State Legislature; or by notification issued

SA CHAPTERS I TO VII AND BIBLIOGRAPHY.docx (D41105403)

360/369 **SUBMITTED TEXT** 14 WORDS **76%** **MATCHING TEXT** 14 WORDS

Commission shall consist of the Chief Information Commissioner (CIC) and such number of

Commission shall consist of the chief election commissioner and such number of

W https://quizlet.com/412777168/constitution-of-india-part-3-flash-cards/

361/369 **SUBMITTED TEXT** 20 WORDS **60%** **MATCHING TEXT** 20 WORDS

no suit, prosecution or other legal proceeding shall lie against any person for anything which is in good faith

SA vivek chandel 2 august.docx (D110950439)

362/369 **SUBMITTED TEXT** 36 WORDS **94%** **MATCHING TEXT** 36 WORDS

the Chief Information Commissioner and Information Commissioners shall be persons of eminence in public life with wide knowledge and experience in law, science and technology, social service, management, journalism, mass media or administration and governance.

SA Citizen and Administration- Redressal of Public Grievances (5 July).docx (D111621822)

363/369 **SUBMITTED TEXT** 21 WORDS **90%** **MATCHING TEXT** 21 WORDS

shall not be a Member of Parliament or Member of the Legislature of any State or Union Territory as the

SA Monika - Criminal Law.pdf (D77732588)

364/369 **SUBMITTED TEXT** 21 WORDS **50%** **MATCHING TEXT** 21 WORDS

hold any other office of profit or connected with any political party or carrying on any business or pursuing any profession.

SA vivek chandel 2 august.docx (D110950439)

365/369 **SUBMITTED TEXT** 21 WORDS **97%** **MATCHING TEXT** 21 WORDS

shall hold office for a term of five years from the date on which he enters upon his office and

SA h14739.pdf (D110820429)

366/369 **SUBMITTED TEXT** 21 WORDS **97%** **MATCHING TEXT** 21 WORDS

shall hold office for a term of five years from the date on which he enters upon his office and

SA h14739.pdf (D110820429)

367/369 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

for such term as may be prescribed by the central government."

SA Citizen and Administration- Redressal of Public Grievances (5 July).docx (D111621822)

368/369 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

the Central Public Information Officer or State Public Information Officer,

SA Citizen and Administration- Redressal of Public Grievances (5 July).docx (D111621822)

369/369 **SUBMITTED TEXT** 18 WORDS **100%** **MATCHING TEXT** 18 WORDS

a Central Public Information Officer or State Public Information Officer,

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PREFACE In a bid to standardize higher education in the country, the University Grants Commission (UGC) has introduced Choice Based Credit System (CBCS) based on five types of courses viz. core, generic, discipline specific elective, ability and skill enhancement for graduate students of all programmes at Honours level. This brings in the semester pattern which finds efficacy in sync with credit system, credit transfer, comprehensive continuous assessments and a graded pattern of evaluation. The objective is to offer learners ample flexibility to choose from a wide gamut of courses, as also to provide them lateral mobility between various educational institutions in the country where they can carry their acquired credits. I am happy to note that the university has been recently accredited by National Assessment and Accreditation Council of India (NAAC) with grade "A". UGC (Open and Distance Learning Programmes and Online Programmes) Regulations, 2020 have mandated compliance with CBCS for U.G. programmes for all the HEIs in this mode. Welcoming this paradigm shift in higher education, Netaji Subhas Open University (NSOU) has resolved to adopt CBCS from the academic session 2021-22 at the Under Graduate Degree Programme level. The present syllabus, framed in the spirit of syllabi recommended by UGC, lays due stress on all aspects envisaged in the curricular framework of the apex body on higher education. It will be imparted to learners over the six semesters of the Programme. Self Learning Material (SLMs) are the mainstay of Student Support Services (SSS) of an Open University. From a logistic point of view, NSOU has embarked upon CBCS presently with SLMs in English / Bengali. Eventually, the English version SLMs will be translated into Bengali too, for the benefit of learners. As always, all of our teaching faculties contributed in this process. In addition to this we have also requisioned the services of best academics in each domain in preparation of the new SLMs. I am sure they will be of commendable academic support. We look forward to proactive feedback from all stakeholders who will participate in the teaching-learning based on these study materials. It has been a very challenging task well executed
by the teachers, officers & staff of the university,
and I heartily congratulate all concerned in the preparation of these SLMs. I wish you all a grand success. Professor (Dr.) Ranjan Chakrabarti Vice-Chancellor
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BLOCK III : FIELD ADMINISTRATION Unit 1 Divisional Commissioner : Power and functions 115-124 Unit 2 Evolution of District Administration 125-133 Unit 3 Role of the District Magistrate 134-141 Unit 4 Role of the Sub-divisional Officer 142-149 Unit 5 Role of the Block Development Officer 150-158 BLOCK IV : DISTRICT POLICE ADMINISTRATION Unit 1 Organization of the Police Administration 161-170 Unit 2 Superintendent of Police : Functions and Role 171-179 Unit 3 District Magistrate and Superintendent of Police : Relations 180-191 Unit 4 Police and the Public 192-199 Unit 5 Issues Confronting the Police Administration 200-207
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Unit I Structure

84% **MATCHING BLOCK 1/219** **W**

of State Administration Structure 1.0 Objectives 1.1 Introduction 1.2 Powers of the State Government 1.3 State legislature 1.3.1 Legislative procedures 1.3.2 Legislative control over administration 1.4 State Council of Ministers 1.5

Conclusion 1.6 Summary 1.7 Glossary 1.8 Model Questions 1.9 References 1.0 Objectives ? To understand

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the constitutional framework of state administration. ? To discuss the power of the state government with respect to state list and concurrent list. ? To examine the role of the state legislature. ? To describe the role of the state Council of Ministers. 1.1

Introduction The provincial government or the state government is the constituent part of the federal structure of India. India is governed by the different layers of government namely- union or central, provincial or state government, union territories and national capital territory, although 73 rd and 74 th constitution amendment made the provision of local
10 ? NSOU ? CC-PA-04 government below the state government. Nationalist leaders resolved to form state governments keeping administrative and identity issues in mind. During the initial phase of post-independence, policy makers were apprehensive about the fissiparous tendency of linguistic provinces. Gradually, Indian federalism learned to cope up with the ethnic and linguistic demands; administrative boundary of each province reflects the cultural, linguistic and ethnic considerations. There are 29 states, 7 union territories and one national capital territory apart from numerous Panchayat and Municipal bodies. Chapter II of the Part VI of the constitution (Art.152-Art.167) deals with the structure and functions of the state government. There shall be a governor appointed by the President of India at the helm of the state government. He/she will be

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aided and advised by the council of ministers headed by the Chief Minister.

Governor will continue to hold his/her office during the pleasure of the President. Although the power and functions of the governor resemble the nominal ruler of a state, but during exceptional situations the nature of his power and position changes.Art.213 of the constitution contains the legislature power of the governor. Art.163 of the constitution has made provisions
of the Council of ministers led
by

the Chief Minister.
Governor appoints

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the leader of the majority party of Bidhan Sabha as the Chief Minister and upon his / her advice rest of the ministers are appointed by the Governor. It is the duty of the council of ministers to look after the administration of the

state
in the name of the governor.
Chapter III of Part-VI (Art.163-Art.212) deals with

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the State Legislature -comprising of Governor and one house or two houses.

States like Bihar, Andhra Pradesh, Karnataka, Madhya Pradesh have bi-cameral legislature and rest of the states do have single cameral legislature. The state legislature is responsible for making laws, rules and regulations for the state. Chapter V of the Part VI (Art.214-Art.231) makes provisions for High Court and Chapter VI (Art. 233A-Art.237) for the sub-divisional courts. The judges (Chief and other judges) are appointed by the President of India and the judges of the lower courts are appointed by the Governor. High courts adjudicate all the civil and criminal cases arising within the territorial boundary of the state. Apart from the political aspect of state government, there are several supporting offices manned by the permanent executive. Every department or ministry is headed by a political executive namely a minister and the administrative head
of the department

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is the secretary. The most important function of the secretary is to advise the minister in the

formulation of policy.
Senior bureaucrat is appointed as the secretary of a department.
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Chief Secretary is the head of the state secretariat – the nerve-centre of the state administration.

Very senior and most experienced IAS officer is appointed to the post of Chief Secretary. He enjoys enormous power and prestige within state secretariat. He

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is the Chief Advisor to the Chief Minister and state cabinet. The entire state secretariat depends on the advice of the

chief Secretary. Secretariat is the highest administrative body of the state government. All decisions and policies are formulated by this body though the minister decides finally. Minister has to depend on the advice of the secretary of his department. Coordination with the union administration and various departments of the state government is another important function of the secretariat. In addition to that policy implementation is supervised by it; even it helps the minister to prepare answer to the questions raised in legislative assembly. 1.2

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Powers of the State government The Union government and the state government derive their powers, directly from the Constitution. The Constitution has adopted a three-fold distribution of legislative powers between the Union and

the

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states (Article 246). Schedule VII of the Constitution enumerates the subjects into three lists. List I or the Union List consists of the items over which the Union has exclusive powers of legislation. Similarly, List II or the State List comprises items over which the state has exclusive powers of legislation. There is yet another List (List III) known as the Concurrent List that comprises subjects over which both the Union and the states have powers to legislate. The residual powers are vested in the Union. We would now briefly discuss List II and List III, which enumerate the subjects over which the states have jurisdiction either exclusively or concurrently with the Union. i) State List The State List contains 59 items (originally 66 items in the Schedule VII) over which states have exclusive jurisdiction. Some of the important ones are- Public Order, Police, Agriculture, Public Health and Sanitation, Local Government, etc. These are subjects of maximum concern to the people, which can be better dealt with at the state level. These subjects are generally under the exclusive jurisdiction of the states, but under the following circumstances, the Parliament can legislate on these matters. a) In national interest, Council of States by a resolution of 2/3rd of its members present and voting may authorise the Parliament to legislate on a state subject. 12 ? NSOU ? CC-PA-04 Such authorisation may be for one year at a time, but can be renewed by a fresh resolution; b) Under a proclamation of emergency, the Parliament may legislate on a state subject; c) With the consent of two or more states, the Parliament may legislate on a state subject with respect to the consenting states; d) Parliament has powers to legislate with reference to any subject (including a state subject) for the purpose of implementing treaties or international agreements and conventions; and e) When a proclamation is issued by the President on the failure of Constitutional machinery in any state, s/he may declare that the powers of the state legislature shall be exercised by or under the authority of Parliament. ii) Concurrent List The Concurrent List, originally comprises 52 items (though the last item is numbered 47) over which the Union and state legislatures have concurrent jurisdiction. The important ones are- Criminal Law, Criminal Procedure, Marriage, Education, Civil Procedure, Insurance, Economic and Social Planning etc. While the Union and states can legislate on any of the subjects in the Concurrent List, predominance is given to the Union Legislature. It means that in case of repugnancy between the Union and a state law relating to the same subject, the former prevails. If, however, the state law was reserved for the assent of the President and has received such assent, the state law may prevail not withstanding such repugnancy, but it would still be competent for the Parliament to override such state law by subsequent legislation. Any dispute about the interpretation of the entries in the three lists is to be decided by the Courts. Following principles have been followed in such interpretation: a) In case of overlapping of a subject between the three lists, predominance is to be given to the Union Legislature; b) Each entry is given the widest importance that its words are capable of, without rendering another entry nugatory; and c) In order to determine whether a particular enactment falls under one entry or another, it's "pith and substance" is considered.

NSOU ? CC-PA-04 ? 13 1.3 State legislature 1.3.1 Legislative procedures

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Legislation provides the framework for policy formulation, and arms the government with powers to implement the policies. At the state level, the function of providing the necessary legislative framework is performed by State Legislature. There is no uniformity in the organisation of State Legislatures in India. In this regard, a sizeable number of states have unicameral system and remaining like Andhra Pradesh, Bihar, Maharashtra, Karnataka etc. have bicameral system, that is, both Legislative Assembly and Legislative Council. Our Constitution provides that every state shall have at least one house, viz., the Legislative Assembly comprising 60 to 500 members (except Sikkim, Goa, Mizoram etc.) chosen by direct election on the basis of universal adult franchise from territorial constituencies. In addition, any state can create a second house, viz., Legislative Council if it so desires. This can be done by a resolution of the Assembly passed by a special majority (i.e., a majority of total membership of the Assembly not being less than two- thirds of the members actually present and voting) followed by an Act of Parliament. By the same process, an existing Legislative Council can be abolished also. The members of Legislative Council are indirectly elected. The election is to be in accordance with the principle of proportional representation by means of the single transferable vote. Duration of the Assembly is five years unless dissolved earlier by the Governor. Its term may be extended by Parliament during an Emergency up to a period of six months beyond the expiry of the proclamation of an Emergency by the President. Legislative Procedure i) Regarding a Money Bill a) A Money Bill can originate only in the Legislative Assembly and not in the Council. b) The Council cannot reject or modify this Bill passed by the Assembly. It can only make recommendations, which may or may not be accepted by the Assembly. The Bill as passed by the Assembly with or without modification is presented to the Governor for assent. If the Council does not return the Bill within 14 days, it can straightaway be presented to the Governor for her/his assent. Thus, the will of the Assembly ultimately prevails. The Council can at best delay its passage. 14 ? NSOU ? CC-PA-04 ii) Regarding any Bill other than a Money Bill a) Such a Bill can originate in either House. b) If a Bill is passed by the Assembly, the Council may reject the Bill, modify it or may not pass it for three months. If the Bill is again passed by the Assembly with or without modification, the Council, on its second journey, may only delay it by one month. c) If a Bill originates in the Council and is rejected by theAssembly, the matter ends. d) Thus, in every way, the supremacy of the Assembly is established; more so, in case of Money Bills. The dispute between two houses is always resolved according to the will of the Assembly. This is in contrast to the Union Legislature where a dispute between the two Houses is resolved by a joint sitting. This is probably in recognition of the fact that the Upper House in Union Legislature is representative of the

state. 1.3.2 Legislative control over administration Apart from providing necessary legislative support to the executive, the Legislature also acts as an instrument of popular control over administration. In a Parliamentary democracy like ours, this control is exercised in
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following forms: i) Assembly Questions The members of the Assembly have a right to ask questions from the government. They can also ask supplementary questions. This device keeps the government on its toes. Whenever weaknesses are noticed, the government is compelled to promise and take corrective action. ii) Discussions Apart from asking questions, the members may ask for discussions over important matters. They may also bring forward Call Attention Motions and Adjournment Motions on important public matters. Even if such motions are not allowed, a lot of information has to be supplied by the government and some discussion does take place. Here again the government is kept on a tight leash and has to answer the representatives of the people.

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Financial Control by Budget

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No money can be raised and no expenditure can be incurred without a vote by the Legislature. By controlling the purse strings, the Legislature controls the programmes and activities of the government. It is true that by virtue of its majority in the Legislature, the government may ultimately get the money it wants, but during the process a lot of discussion takes place. This keeps the government in touch with the needs of the people. The discussion also highlights the weaknesses of the administration in the implementation of the voted programmes. iv) Post-expenditure Control The State Legislature also scrutinises the expenditure incurred by the government through the device of audit. Our Constitution provides for an integrated accounts and audit system. The Comptroller and Auditor General of India (CAG) gets the account of the state government audited and sends her/his report to the Assembly through the Governor. The Public Accounts Committee of the State Legislature goes through this report, examines and finally reports to the Legislature. Any instances of unauthorised, improper, or imprudent expenditure are, thus, discussed in detail and brought to the notice of the Legislature, which can then keep a vigilant eye on the government. v) Control through Legislative Committees Apart from the Public Accounts Committee mentioned earlier, there are several other

State and District Administration

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committees, viz., Estimates Committee, Committee on Public Undertakings, Committee on Government Assurances, etc. These committees examine the various aspects of the working of the government and make useful suggestions. They also criticise the government for its failures and bring these failures to the notice of the Legislature and the people. This is a good device of exercising control over the government, as the Assembly is too unwieldy a body to examine the working of the government in detail. vi) Ministerial Responsibility The most potent function of the Legislature is to enforce the ministerial responsibility. In a parliamentary form of government, the political executive is a part of the Legislature and is responsible to it all the time. The government can be thrown out at any time by a vote of no-confidence or even on being rejected on its budget or any of the substantive legislative measures. As the political executive is always responsible to the legislature,

therefore
the administrators
16 ? NSOU ? CC-PA-04 become indirectly responsible to it through the ministers. In spite of these controls, it is often felt that the administration is not responsive enough. On the other hand, it is argued that the legislative control, especially the one through audit is too tight and takes away the initiative of

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the administrators. 1.4 State Council of Ministers As already mentioned, the executive power of the state is exercised in the name of the Governor, who is the Constitutional Head of the state. But, the Governor has to have a Council of Ministers with the Chief Minister as its Head to aid and advise her/him. However, for a few discretionary functions, the Governor has to act on the advice of the Council of Ministers. It means that the real executive power is exercised by the Council of Ministers. The Council of Ministers is appointed by the Governor on the advice of the Chief Minister and hold Office during her/his pleasure. It means that a Minister can also be dismissed by the Governor on the advice of the Chief Minister. On the pattern of the Union government, ministers in the state governments are of the following categories: i) Cabinet Ministers ii) Ministers of State iii) Deputy Ministers In a State, total number of Ministers, including the Chief Minister, in the council shall not exceed fifteen percent of the total number of members of the Legislative Assembly of that State. The system of Cabinet Committees is not so popular in the state governments as in the Central government. i) Powers and Functions of the Council of Ministers The Council of Ministers is the highest policy-making body of the state government. It lays down policy in respect to all matters within the legislative and administrative competence of the state government. The Council also reviews the implementation of the policy laid down by it and can revise any policy in view of the feedback received during implementation. Since the Governor has to exercise her/his executive powers on the advice of the Council of Ministers and all the executive power is exercised in the name of the Governor, there is no limitation on the powers of the Council except the following: NSOU ? CC-PA-04 ? 17 a) The limits imposed by the Constitution and the laws passed by the Union and State Legislature. b) Self-imposed limits to exclude consideration of less important matters of State and District Administration ii) Division of Work into Departments at the State Level According to the doctrine of Ministerial Responsibility, the Council of Ministers is collectively responsible to the StateAssembly. It is, however, impossible for the Council to take all the decisions collectively. During the early British period, the administration of the state was carried on by the Governor-in-Council.At that time, most of the decisions were taken collectively, because the number of decisions to be taken was not very large. With the passage of time, the scope of governmental activity increased and the matters that came up for the decision of the Council also proliferated. This led to the development of “portfolio system” in which the Councillors were placed in charge of certain specified subjects leaving only a few important matters to be placed before the whole Council. The same system has continued after Independence. Under our Constitution, the Governor has to make rules for the efficient conduct of business [Article 166(3)]. The state governments have framed “Allocation of Business Rules”, according to which the work is divided among different ministers. This division of work can be done on the basis of functions, or on the basis of clientele, or on geographical basis or on the basis of the combination of these factors. Very often, the division of work is decided on personal considerations rather than rational criteria. Most of the work in respect of subjects allotted to a Minister is disposed of by the Minister. However, according to the rules of business, some matters have to be reserved by the Minister for: a) Consideration of the Chief Minister These are called coordination cases, in these cases the Minister in charge of a portfolio records her/his recommendations and submits the file to the Chief Minister for her/his orders. Rules of business give a list of such cases. The Chief Minister may also reserve some cases or classes of cases for her/his orders. b) Presentation before the Cabinet These are important policy matters, which have wide repercussions. Important cases of disagreement between two or more ministers are also brought before the Cabinet for its decision. A list of such cases is given in the rules of business. In addition, the Chief Minister may require any particular case of any department 18 ? NSOU ? CC-PA-04 to be placed before the Cabinet. Afew of the typical Cabinet cases are given below: – Annual Financial Statement to be laid before the Legislature, and demands for supplementary grants. – Proposals affecting state finance, not approved by the Finance Minister. – Exemption of important matters from the purview of State Public Service Commission. – Proposals for imposition of new taxes, etc. The size and composition of the Council of Ministers is important for effective public administration. The Ministry and Cabinet come into existence for running the administration efficiently and impartially. In view of above, it needs to be compact and homogenous, its size being determined by administrative needs. It will depend on various factors such as the area of state, its population, level of economic development and specific problems. However, the present size of Council of Ministers in the states especially in larger ones appears to be disproportionate. In this context, an attempt was made by the 91st Constitutional Amendment introduced with effect from 1st January 2004 by restricting the size of Council of Ministers to a maximum of 15 per cent of the strength of the respective State LegislativeAssembly, but the problem still persists. In bigger states of India (for example, U.P. where the

Assembly has a strength of 404 legislators), even this restriction has not prevented formation of jumbo sized Ministries. Hence, there is growing realisation that there is an urgent need to reduce the size of Council of Ministers in the states. The SARC has recommended that the maximum size of the Council of Ministers may be fixed in a range of 10% to 15% of the strength of their Legislative Assemblies. 1.5

Conclusion

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State Legislature has exclusive jurisdiction over items given in the State List (Schedule VII of the constitution).

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The Governor is the constitutional Head of the State, while the real executive power is exercised in her/his name by the Council of Ministers headed by the Chief Minister. In the light of the constitutional framework of the State administration,

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the emerging trends in the relationship between the Union and States

deserve serious attention.
NSOU ? CC-PA-04 ? 19 1.6 Summary This unit focuses on

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the constitutional provisions regarding the functioning of the state government.

We have examined the working of the state legislature and its control over administration. 1.7 Glossary Convention: An accepted rule Reprieve: pardon for

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postponement of the punishment Repugnancy: contradiction Respite: a temporary stay of execution 1.8

Model questions ? Discuss

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the various ways through which the legislature exercises its control over the administration. ?

Explain

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the powers and functions of the Council of Ministers. ? Discuss the distribution of

powers between the Union and the states. ? Write a note on the concurrent list. ? Write a note on the state legislature. ? Discuss the significance of the state list. ? Explain the legislative procedure with regards to the passing of a money bill. ? What do you understand by forced expenditure control? Discuss. ? What are the procedures of passing anybill other than a money bill? Discuss. 1.9 References ? Govt.

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NSOU ? CC-PA-04 ? 21 Unit II Governor as the Head of State Administration Structure 2.0 Objectives 2.1 Introduction 2.2 Governor: Appointment, tenure, removal, privileges 2.3 Power and Functions of the Governor 2.4 Exercise of Discretion by Governor: Few cases 2.5 Conclusion 2.6 Summary 2.7 Glossary 2.8 Model Questions 2.9 References 2.0 Objectives In this unit we will examine the following: ? Appointment, tenure

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and removal of the Governor ? Special privileges of the Governor ? Powers and Functions of the Governor ? Discretionary Powers ? Position of the Governor 2.1 Introduction The

constitution makers prepared the lay out of the state government as per the parliamentary system of government. It is the proto-type of union government. Each state government (like the union government) comprises of the nominal or the constitutional
22 ? NSOU ? CC-PA-04 head and the real head. The nominal head of the state government is known as the Governor. Constitutionally the functions of the state government are done in his name. Usually each state has separate Governor. According to Article 153 there shall be Governor for each state. Constitution has made provision for appointing the same governor for two or more states and union territories (Article 155). 2.2 Governor: Appointment, tenure, removal, privileges Governor is appointed by the President for 5 years. Article 155 of our constitution says

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that the Governor of a state shall be appointed by the President by warrant under his hand and seal.

He or she may remain in the office during the pleasure of the President. The tenure of the governor is 5 years but may be removed from his post at any time if the President pleases to do so. The decisions of the President in this regard is not justiciable. Constitution lays down certain qualifications for the appointment of Governor. According to Article 157 to be Governor one needs to have the following qualifications: 1) He / she attains minimum 35 years of age, 2) An Indian citizen, 3) Cannot be the member of Parliament or state legislature. If he or she is the member of Parliament or state legislature at the time of appointment, he or she must resign from that membership at the time of assuming the charge of Governor's office., 4) He/she cannot hold any other office of profit. The Governor is entitled to official residence and other emoluments as determined by the Parliament through law. Before assuming office, the governor has to take the oath to protect, preserve and defend the constitution and the laws of the land. Special privileges: Once appointed the Governor enjoys some special privileges like : 1) He/she is not answerable before the court for discharging his/ her official activities, 2) No criminal charges can be brought against him/her during official tenure, 3) He cannot be arrested or issued arrest warrant during his/her tenure.
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Powers and functions of the Governor Generally, as is earlier mentioned that

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the Governor is the nominal head of the state and with the aid and advice of the state cabinet headed by the chief minister, he/

she discharges his/her official duties. In normal situation, the Governor acts as the ritual head of the state. But in certain cases, he/she uses his/her discretionary powers. So it can be safely said that the Governor enjoys some ritual or nominal powers and some discretionary powers. Under nominal heads, Governor has legislative, executive, financial and judicial functions to perform. Legislative functions 1) The governor is the integral part of the state legislature; he/she can summon the session, prorogue or dissolve the lower chamber of the state legislature i.e. Bidhan Sabha with the advice of the Chief Minister. 2) In the first session of the year or the new session after election, he/she delivers speech in front of the members of the Bidhan Sabha (where the state legislature is uni-cameral) or in the joint session (where the state legislature is bi-cameral) or he/she may send his/her message to the state legislature. 3) No bill will become law if it does not receive the consent of the Governor. The governor may give his/her consent on or sign the bill except the money bill. He/ she may send the bill to the concerned chamber of the state legislature for reconsideration. If the state legislaturere sends the bill after accommodating the suggestions or proposals given by the governor, then he/she is bound to assent on the bill. Point to be noted The governor on two occasions is bound to give his consent on the bill duly prepared by the state legislature. ? In case of money bill, the governor is bound to give his/her consent because the money bill is introduced in the state legislature with his prior approval; ? In case of reconsideration of the ordinary bill by the state legislature.
24 ? NSOU ? CC-PA-04 4) The governor can issue ordinance if he/ she thinks essential when the state legislature is not in session. If the state legislature passes the ordinance in the next session, then the ordinance will transform into law; otherwise it will be repealed. 5) He/ she can nominate one representative from the Anglo-Indian community in the Bidhan Sabha if he is satisfied that they are not adequately represented and few noted personalities from the sectors like art, literature, science, social service etc in the upper chamber of the state legislature (where the state legislature is bi-cameral). Executive power All the executive functions are carried out in the name of Governor because the executive power

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is vested in the hands of the Governor. The executive functions of the Governor are as follows:- a)

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Chief minister and other ministers are appointed by the Governor.

It is the parliamentary convention that the leader of the majority party or coalition of the Bidhan Sabha

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is appointed as the Chief Minister and upon his/her advice other ministers are appointed by the Governor. The

Governor administers the oath and secrecy of office of the ministers. Distribution or re-distribution of portfolio, even removal of the ministers with the advice of the Chief Minister are also done by the Governor. b) Advocate General, members of State Public Service Commission (PSC), are appointed by him/her. c) Chief minister communicates the decisions of the state cabinet and it is also the duty of the Chief Minister to apprise him/her about the issues and information the Governor may require to know. d) Moreover, he acts as the Chancellor of the State Universities. e) The contentious power of the Governor is about the proclamation of President rule under Art.356. Although the Governor does not enjoy the emergency power, but he/she may apprise the President about the situation of the state and if he / she is satisfied that the prevailing situation is not conducive for

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the state government to carry on the functions in accordance with the provisions of the constitution,

he/she may recommend the imposition of President's rule
under Art. 356.
NSOU ? CC-PA-04 ? 25 Other functions a) As per the Article 202 of the Indian constitution the Governor shall place the Annual financial statement .i.e the estimated receipts and expenditure before the state legislature for consideration. b) No
money bill can be initiated in the state legislature without the permission of the Governor.
Additional grants or supplementary grants will also be placed before the state legislature
with his prior approval. c)
The Governor is the custodian of the State's Contingency Fund. d)

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The Governor has the power to grant pardons, reprieves, respites or remission of punishments

of any convicted person against any law enacted by the state legislature (Art. 161). e) The President may consult the Governor in case of appointing the judges of the High Court of the concerned state. Discretionary power The Governor enjoys certain discretionary powers. The constitution has laid down certain provisions by which the Governor acts independently or he does require to consult his council of ministers. While discharging his responsibilities under the discretionary provisions, his decision will be final, and validity of his decisions will not be called into question. a) Art. 239 states that the President may entrust additional responsibility of administraton of adjoining union territories to the Governor and in this respect, he shall exercise his powers independently or without the aid or advice of his council of ministers. b) Para 9(2) of the 6 th Schedule empowers the Governor of Assam to determine

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the amount payable by the state exchequer to the District Council as royalty from the licenses for

minerals. c) Under the special responsibility provisions of the constitution, the Governor exercises the power independently. He may consult his council of ministers, but final decision will be taken by him/her. These special responsibilities are as follows: i) The President may direct that the Governors of Maharastra and Gujrat shall have to endeavor special initiatives to develop certain areas like

26 ? NSOU ? CC-PA-04 Vidarbha and Saurastra by forming separate development boards, the management of which will be taken care of by the Governors. ii) The Governor of Nagaland enjoys the special responsibility in case of law and order of the state so long the activities of the hostile Nagas continue. The same is applicable for the law and order situation of Arunachal Pradesh under the 55 th Amendment of the constitution (1986). iii) Likewise, the Governor of Manipur, under the direction of the President, shall take special initiative regarding the Hill Areas of that state. iv) Under the Art. 371F(g) of the constitution, the Governor of Sikkim is entrusted to take special initiatives for peace and equitable arrangement so that the socio-economic advancement of the different sections of the state of Sikkim can be ensured. In certain other matters the Governor may act independently even these are not mentioned in the constitution. Like: a) The making of a

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report to the President regarding the situation of the concerned state that the government can not be carried on in accordance with the provisions of the constitution is

the
prerogative of the
Governor and it is highly unlikely that he/she will consult with the council of ministers because the report will go against the functioning the state government. It is natural that the preparation of report regarding the

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failure of the constitutional machinery in the state is the discretionary power of the Governor. b) The proclamation of the President'

s rule under the Art.356 in a state requires the Governor acts as the agent of the President.
c) The Governor may send certain bills to the President for consent without ministerial advice (Art.200). 2.4 Exercise of Discretion by Governor: Few cases

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Exercise of Discretion by the Governor : It has already been pointed out that the Governor has to exercise his powers on the advice of the Council of Ministers. He does not, therefore, have much discretion in the exercise of his powers as long as a stable Ministry enjoying the confidence of the Assembly is in office. However, this is not always the case. The Governor may then be called upon NSOU ? CC-PA-04 ? 27 to exercise his discretion. It is this exercise of discretion that has made the Governor's office the most controversial constitutional office of the country. Major controversies have arisen in the following types of cases in the past: i) Appointment of Chief Minister The Governor appoints the Chief Minister and on his advice the Council of Ministers. When a party with absolute majority elects a leader, the Governor has no choice but to appoint him the Chief Minister and invite him to form the government. Problems arise when no political party has an absolute majority in the legislature. Here the discretion of the Governor comes into play. For example, in 1952 the Congress Party was the largest single party in Madras legislature, but did not have an absolute majority. Still the Governor Mr. Sri Prakash invited Mr. C. Rajgopalachari to form the government as the leader of the largest single party. This principle was, however, not followed in West Bengal in 1970. The CPM led by Mr. Jyoti Basu was the largest single party in the West Bengal Assembly. The Governor Mr. S.S. Dhavan asked Mr. Basu to prove his majority. Mr. Basu insisted on calling the Legislative Assembly and proving his majority on the floor of the House. The Governor ultimately did not invite him to form the government. The opponents of Congress criticised this on the ground that this was done at the behest of the Congress government which was in office at the Centre at that time. Thus different criteria have been followed by different Governors even in similar circumstances. ii) Dismissal of a Ministry A Chief Minister and his Ministry hold office during the pleasure of the Governor, which is not subject to any scrutiny. However, the Governor has to exercise his discretion judiciously. There is a general feeling that the Governors have not done so. For example, the Governor of West Bengal, Mr. Dharma Veera dismissed the Ajoy Mukherjee Ministry in 1967 on the grounds that he did not call a meeting of the Assembly within the time specified by the Governor for proving the majority. The action was severely criticised by many jurists who felt that it was a wrong convention to establish. It would have been much better to establish the convention that a Governor can call a meeting of the Assembly to test the majority of the government, in case the Chief Minister refuses to do so. The opposition interpreted it as a deliberate attempt on the

Constitutional Profile

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on part of the Governor for helping the ruling party at the Centre. According to 28 ?

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Governor's pleasure is subject to the Ministry enjoying the confidence of the Assembly, which alone should decide the fate of a Ministry. iii) Dissolution of the Assembly In British Parliamentary Democracy, the king is guided by the advice of the Prime Minister in the matter of dissolution of the House of Commons. Likewise, the Governor should be guided by the advice of the Chief Minister in the matter of dissolution of the Assembly. Unfortunately, such a convention has not been established in India. For example, in 1967 the Chief Minister of Punjab, Mr. Gurnam Singh advised the Governor to dissolve the Assembly. His advice was not accepted by the Governor on the grounds that as long as it is possible to form a government, the Assembly should not be dissolved. Same thing happened to the advice of Mr. Charan Singh when he advised the Governor of U.P. in 1968 to dissolve the Assembly. In 2003, the Chief Minister of U.P. Ms. Mayawati advised the Governor to dissolve the Assembly but the Governor did not accept the advice on the ground that the party in power had lost the majority. The opposition parties have alleged that here again the Governor have tended to act according to the wishes of the Central Government. iv) Use of Emergency Powers It has also been alleged that the Governors have not used their discretion judiciously in advising the President for using his emergency powers under Article 356 of the Constitution. In 1959 itself, the Governor of Kerala reported to the President that due to failure of law and order, the government of the state could not be carried on according to the provisions of the Constitution. The first non- Congress state government of the country was thrown out by the President on the basis of this report, which was severely criticised by all sections of the opposition. In 1984, the Governors of J&K and Andhra Pradesh verified the numerical support of the ruling (non-Congress) parties in the Assembly and hurriedly advised the dismissal of the state governments on the ground that in the absence of stable majorities, the governments of these states could not be carried on according to the Constitution. In either case, the majority of the government was not tested on the floor of the Assembly. Moreover, in case of Andhra Pradesh even the arithmetic of numbers proved to be incorrect. In these cases, there were open allegations also that the Governors had tried to reduce the state governments to a minority. NSOU ? CC-PA-04 ? 29 2.5 Conclusion Thus, it appears that our Constitution envisages a dual role for the Governor. He is a Constitutional head of the state government as well as a representative of the President. The mode of appointment of the Governor and his holding office during the pleasure of the President have tended to emphasise the second role of the Governor, i.e., his role as a representative of the President. Since the President has to act on the advice of the Council of Ministers headed by the Prime Minister, the Governor has to indirectly act according to the wishes of the leader of the ruling party at the Centre. This has been resented by the opposition parties and has also been criticised by eminent jurists. It has been argued that provisions regarding the appointment and termination of the Governor have made him a tool of the ruling party at the Centre and not an impartial head of the state. On the other side, it has been argued that the mode of appointment and termination of the Governor was deliberately adopted by the framers of Constitution, after a good deal of debate, with a view to guard against the fissiparous tendencies present in our polity. 2.6

Summary ? In this unit we have studied the appointment, tenure and removal processes of the Governor. ? We have also understood the powers and functions of the Governor with special reference to the discretionary powers 2.7 Glossary Privilege: a special right, advantage, or immunity granted or available to a particular person or group. Discretionary power: the authority which provides an official with some degree of latitude in regards to exercise of power 2.8 Model questions ? Discuss the powers and functions of the Governor.
30 ? NSOU ? CC-PA-04 ? What are the discretionary powers of the Governor? Explain. ? Discuss the role of the Governor as Head

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of the state. ? Indicate the legislative functions of the Governor. ? Describe the executive powers of the Governor. ?

On what situation, is the Governor bound to give his consent on the bill duly prepared by the state legislature? Discuss. ? What are the other functions of the Governor except to the legislative and executive functions? ? What are the special privileges of the Governor? Describe. 2.9 References ? Indian Administration : Evolution and Practice. Bidyut Chakraborty. Prakash Chand (2016) Sage Texts. ? Indian Administration Structure, Performance and Reform. Rumki Basu (2019). Adoit Publishers.

NSOU ? CC-PA-04 ? 31 Unit III Governor's Role as Representative of the Centre Structure 3.0 Objectives 3.1 Introduction 3.2 Governor's role as the nominated representative of the centre 3.3 Recurring controversies about Governor's role 3.4 Conclusion 3.5 Summary 3.6 Glossary 3.7 Model Questions 3.8 References 3.0 Objectives ? To understand the nominated representative character of the Governor. ? To focus on the recurring controversies surrounding the Governor's role 3.1 Introduction Of late the post of the Governor is shrouded by controversy. It is alleged that the ruling dispensation at the centre uses the office of the Governor keeping the political dividends in mind. Critics will cite examples from the pages of the post-independent Indian history to substantiate the claims that the office of the Governor has been misused to gain the political mileage. The controversial role of the governors in some states attracted the public criticism. Even the active politicians are appointed to the post of Governor which obviously adds to the doubt about his/her standard constitutional behaviour. There is another version of the story. The constitution experts are of the view that the post of Governor is crafted in such a manner that the coordination between the centre and the state can be strengthened. The aspirations of the nationalist leaders to reconstruct

32 ? NSOU ? CC-PA-04 the newly independent country in a uniform manner can be fulfilled if there is better coordination between the centre and the provincial governments; at the time of the making of the constitution priority was the national integration and the fulfilling the basic needs of the countrymen. Centre-guided planned economy would promote national development and, in that exercise, the role of the provincial governments assumes significance. It was expected that the provincial governments would follow the central policy framework. Enough scopes litter in the constitution in different provisions that the centre can direct the provincial government. The office of the governor is created, experts are of the opinion, to ensure that the constitutional provisions and the union government's direction can be faithfully observed. Governor has to maintain coordination between the two governments. He observes the politico-economic situation of the state and is to send regular reports to the office of the President on the prevailing situation of the state. Again, some experts like K Subha Rao, M. M. Ismail, L.P. Massey claim that the constitution makes elaborate arrangement where power between the centre and the states are distributed and, in that context, there is hardly any scope left for the Governor to act according to the intentions of the centre. He is required to discharge the constitutional responsibility, they believe, and the constitution makers did not mention anything in support of the argument that the office of the Governor is the agent of the union government. In this context the role of the Governor as the agent of the centre assumes significance. Is the office of the Governor a mere agent of the centre? Is the Governor an effective link between the centre and the state in order to create a positive federal environment? Is he the constitutional head of the state? Multiple roles of the office of the Governor leave enough scope of speculation. 3.2 Governor's role as the nominated representative of the centre The state government is an example of
parliamentary form of government in miniature where

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the constitutional head is the Governor and the real executive is the council of ministers headed by the Chief Minister.

Art. 163(1) makes it explicitly clear that
the
council of ministers will

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aid and advise the Governor in the discharge of his/her functions except the discretionary

powers. Again, the essence of the Art.167, where it is said that the Chief Minister will communicate the administrative decisions taken by the state cabinet to the Governor, proves that it is the council of ministers is real executive while the Governor is the nominal head of the state. It is worth noting that the Governor will act as a real executive in cases of discretionary powers and if the state comes under the
NSOU ? CC-PA-04 ? 33 President's rule. By and large, we are accustomed to see the Governor acting as the constitutional head of the state. The Governor, as nominated by the centre, is likely to play the role of eyes and ears of the union government. After much heated debate in the Constituent Assembly, the nomination by the President was resolved in view of the apprehension of disintegration of the country. "Also, nominated Governor instead of elected Governor, was also favored to not to fuel separatist provincial tendencies as also to ensure no extra election expenses". Pandit Nehru favoured nomination to get rid of the separatist tendency. But apprehensions were aired by the members of the Constituent Assembly that the nomination might be parochially utilized by the ruling dispensation at the centre. He is the link between the state and the central government. It was felt that reconstruction of the newly independent country would be possible if the coordinated effort by the centre and the state could be put into effect. It was the prevailing situation that made the constitution makers to support the nomination of the Governor by the President in order to act a coordinator of the national government. That's why the President appoints the Governor and removes at any time; even can send him to another state. The fathers of the constitution made some provisions which require that the Governor keep a liaison with the centre. The Governor keeps the union government apprised of the situation of the state, can send certain bills for Presidential assent. If the President rule is imposed under Art.356, he enjoys the enormous executive power of the state. Apart from these constitutional responsibilities, Governor can play a very positive role to promote the interest of the state. As the Governor enjoys the confidence of the centre, he can utilize this to safeguard the interests of the state. It is believed that the former Governor of Andhra Pradesh played instrumental role for Nagarjun Sagar project in that state. But the post-colonial Indian parliamentary politics shows the chequered history in regard to the expectations of the founding fathers. The Congress regime up to mid-1960 did not flare up political controversy except in one occasion (Kerala). But the consolidation of the opposition forces at the state levels and the formation of the government by the regional parties brought the politics of the nomination of the Governor into the surface. The appointment and his role did add salt to the confrontational federalism since mid- 1960. The image of impartiality of the office of the Governor gets blurred if the appointment made purely on the political consideration. Deviation from the standard constitutional behaviour of the Governor earns the wrath from the political opposition. Even recent instances substantiate the apprehension expressed in the Constituent Assembly. Supreme Court (B.P. Singhal v. Union of India) took strong exception of the controversy flared up

34 ? NSOU ? CC-PA-04 when in 2004 the newly elected central government removed the Governors of several states.
3.3 Recurring controversies about Governor's role The office of Governor in India is meant to be an independent and apolitical institution under the Constitution of India. However, be it the Rajasthan political crisis of 2020 or the recently concluded West Bengal elections, the Governor has been in news for all the political reasons. It is due to the innumerable instances of misuse of the gubernatorial powers that the Governor has attracted infamous nicknames like 'Puppet', 'rubber stamp', and the 'agent of the Centre'. In recent past, some of the Chief Ministers have even advocated for the abolition of the post of Governor. Seen in this context, attempts are made to analyse the issues plaguing the office of Governor, after giving a brief overview of the office of Governor, and reviews of the Constituent Assembly debates on the subject to understand the intent of the framers of the Constitution regarding the creation of the post. Thereafter, the controversies relating to gubernatorial discretion along with Supreme Court's judgments on the same are discussed. Some possible reforms are also discussed. The negative image of the state Governors as above all "an agent of the centre" has proved difficult to erase. After about quarter of a century (1990-2014) of relative calm, the Governor's role and powers have again become a controversial issue in Indian politics. This of course coincides with the appearance of a single party with a comfortable majority at the centre. During the last few years, the Governors of Karnataka, Madhya Pradesh, Kerala, Maharashtra and, of course, West Bengal have played their roles in such a way as to make them highly controversial without necessarily adding to the glory of the office. If we had thought that the sharp controversies around the constitutionality of governors' actions on many occasions during the 1960s and 1970s had unobtrusively created certain healthy conventions for Governors in later decades to follow, we have been proved wrong. The negative image of the state Governors as above all "an agent of the centre" has proved difficult to erase. The present controversies have been around the issues of selecting the Chief Minister, determining the timing for proving legislative majority, demanding information about day-to-day administration, taking apparently long time in giving assent to bills or reserving bills for the President, commenting adversely on specific policies of the state government and exercising powers of the Governor as the chancellor of state universities.
NSOU ? CC-PA-04 ? 35 Various important and well-intentioned attempts were made both to understand the role of the Governor in our federal democratic set up and to recommend ways to make this institution conducive to strengthening center-state relations; for instance, the Administrative Reforms Commission of 1968, the Rajamanar Committee of 1969, Committee of Governors of 1971, Bangalore Seminar of Experts of 1983 and finally, the Sarkaria Commission of 1988. All of them more or less agreed on one point, that the image of the Governor as merely an agent of the centre sitting in state capitals and desperately seeking an opportunity to run down the state government when it is in the hands of a party opposed to the party ruling at the centre or trying to bring about a government of the same party as at the centre will deform our federalism and destroy our democracy. And all of them made extremely valuable recommendations to make the office of the Governor the "linchpin of the constitutional apparatus of the state." It is necessary to remember that the office of the Governor under the constitution of independent India is altogether different from the provincial Governors of the Maurya, Mughal or British empires. Governor's role and functions had been widely debated by some of the best minds in the Constituent Assembly like Dr. P.S. Deshmukh, T.T. Krishnamachari, H.V. Kamath, Pt. H.N. Kunzru, Alladi Krishnaswamy Ayyar, Rohini Kumar Chaudhury, Shibban Lal Sakshena, K.M. Munshi and of course, Dr. Ambedkar. Their understanding was that the proposed constitution was creating 'responsible government' in the states as much as at the centre — that is, responsible alone to the respective legislatures, that the states were indeed sovereign within their own domain, that the discretionary power, beyond the specific situations mentioned in the constitution, does not enable a Governor to override the state government. As Dr. Ambedkar had said, "I have no doubt in my mind that discretionary power is in no sense a negation of responsible government. It is not a general clause giving the Governor power to disregard the advice of his ministers in any matter in which he finds he ought to disregard." Therefore, selecting a chief minister of his choice or creating/utilising opportunities for defections to change the party in power cannot be a Governor's job. As the Sarkaria Commission succinctly put it, his task "is to see that a government is formed and not to try to form a government," which most Governors are seen be doing even to this day. Many undesirable actions, from the standpoint of federal and democratic constitutional system that governors often at times engage in, could be the result of uncertainty of tenure that they suffer from. That is why many of the committees and commissions mentioned above examining the institution of the governor suggested fixed tenure in office.

36 ? NSOU ? CC-PA-04 They also recommended that chief ministers of concerned states should be consulted before appointing a governor. To end the monopoly of the centre in selecting its 'own man' as governor, the BJP, along with the left front government of West Bengal, had in the 1980s, even gone forward to suggest that the appointment should be made from a panel prepared by the state legislature and actual appointing authority should be the Inter- state Council, not the central government. The constitution empowers the governor to reserve a bill for the President's consideration. This is an important 'discretionary power' which is necessary for the governor to make sure that state's laws fall within the framework of the constitution. But such gubernatorial interference would be necessary only very rarely and the expectation, contrary to the reality, is that its procedure should not be misused to 'cold storage' a bill fairly passed by the state legislature. The centre's interference with state legislative process was so much disliked by the BJP that in its submission to the Sarkaria Commission, it suggested that the centre before passing a bill even on an item in the Concurrent List should consult the states. The constitution empowers the governor to ask for information on administrative matters from the chief minister. This provision was hotly debated in the constituent assembly with some members even calling it "very dangerous," for it would likely open the door for gubernatorial intervention in day-to-day state politics. Dr. Ambedkar forthrightly made his position clear on this: "The governor under the constitution has no functions which he can discharge by himself, no function at all." While the article "does not confer upon the governor the power to overrule the ministry on any particular matter," he has certain duties to perform, the most important of which is that he has "to advise the ministry, to warn the ministry, to suggest to the ministry an alternative and ask for reconsideration." "Good and pure administration" requires the governor to perform such duties, said Dr. Ambedkar. Good and pure administration, that is what Dr. Ambedkar might have felt unnecessary to mention, was that the effective performance of these duties had a prerequisite, that the governor must, in the first place, help create a perception about himself within the government as well as among the citizens of the state that he cares for good and pure administration, and not for promoting the interests of the party ruling at the centre. Governor as the chancellor of state universities is technically free to act on his own within, of course, the limitations imposed by the university statute. But then, as in principle,

NSOU ? CC-PA-04 ? 37 the governor is an outsider to the state, he would not be conversant with local dynamics to handle the affairs of state universities. Hence, he will have to seek advice from local sources. It will be both inappropriate and unwise for the governor to lend his ears covertly to the local members of the party ruling at the centre rather than transparently seeking advice of the chief minister and other concerned ministers, as the Sarkaria Commission suggests. It is indeed true that the insightful and responsible recommendations made by the committees and commissions examining centre-state relations have created widespread public sensitivity and opinion regarding various wrong doings of the centre through the office of the governor which have proved to be damaging for the essential federal structure in India. The landmark judgment by the Supreme Court in S.R. Bommai vs. the Union of India (1994) effectively cautioned against the frequent use of Article 356 for removing state governments run by opposition parties. This drastically reduced the incidence of President's rule from 63 during 1971-1990 to 27 between 1991 and 2010 and this indeed has strengthened the federal structure to an extent. But there is no certainty that similar judgments would follow on other controversial issues in future. None of the numerous reports and recommendations by the committees and commissions mentioned above has been taken for implementation by any government at the centre. The BJP being comfortably in power at the centre can indeed act upon its own demands for strengthening federalism made earlier, as mentioned above, but possibly change of location in power structure prevents it from doing so. Rather than using the governor's office as an instrument for controlling state politics by exploiting his tenurial insecurity, party loyalty or through pandering his ambition it is better for the country in the long run to respect such public opinion and to let the governor act on his sagacity and sound judgment. Whether informed public opinion would be able to organise itself to have a desirable impact on the politics of the day remains to be seen. 3.4 Conclusion Faithful observation of the dual role – representative of the centre and the constitutional head of the state- can prove to be beneficial for the interest of the federal structure. The office of the governor can be a game-changer.There is no conflict between the two role expectations if 'He is thus a servant of the State but a representative of the centre (Sri

38 ? NSOU ? CC-PA-04 Prakasa, Hon'ble former governor of Maharastra)'. For the healthy federal democratic polity in India demands in the post of governor on the one hand politically neutral personality and on the other, an active personality to act as a liaison between the centre and the state. 3.5 Summary ? In this unit the role of the Governor as 'eyes and ears' of the union government has been examined. ? This section has presented a critical analysis of the controversies about the role of the Governor in state politics. 3.6 Glossary ? Controversy: prolonged public disagreement ? Linchpin: a person or thing vital to an enterprise or organisation 3.7 Model questions ? Discuss the controversies related

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to the office of the Governor. ? Discuss the changing role of the Governor in India today. ? Examine the role of the Governor in Centre–State relations. ? Discuss the role of the Governor

as the nominated representative of the centre. ? Examine the role of the Governor in federalism in India. ? Discuss the dual role of the Governor. ? What are the issues of controversies in regard to the role of the Governor in recent times? Discuss. ? Why is the governor considered the "linchpin of the constitutional apparatus of the state"? Discuss. ? What according to Dr BR Ambedkar does "good and pure administration" require? Discuss.
NSOU ? CC-PA-04 ? 39 3.8 References ? Indian Public Administration : Institutions and Issues, R. K. Arora, New Age International Publishers (2012). ? Indian Public Administration and Public Policy – Volumes I and II, Lohit Matani, (2022), Oak Bridge Publishing. ? Is Governor Agent of The Central Govt.? Accessed on 21.11.2020 from : https://legaltrigger.in/is-governor-agent-of-the-central-govt ? Governor and the Council of Ministers, Dr. S.C. Dash, http://14.139.60.114:8080/jspui/bitstream/123456789/1322/1/008_Governor%20and%20Council% 20of%20Ministries.pdf, accessed on 21.11.2020.
40 ? NSOU ? CC-PA-04 Unit IV Chief Minister: Power and Position Structure 4.0 Objectives 4.1 Introduction 4.2 Chief Minister: Appointment, tenure, removal, privileges 4.3 Chief Minister: Power and Functions 4.4 Position of the Chief Minister 4.5 Chief Minister's role as Real Head 4.6
Conclusion 4.7 Summary 4.8 Glossary 4.9 Model Questions 4.10 References 4.0 Objectives To understand & the examine : ?
Appointment and removal
of the Chief Minister ? Power and function
of the Chief Minister ? Position of the Chief Minister ?
Relation between

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the Chief Minister and the Governor 4.1 Introduction The Chief Minister is the prototype of

Prime Minister at the
central level. One can get a glimpse of the image of the Prime Minister if he studies closely the Chief Minister in his state. It is he around whom the state administration revolves. He is the real executive of the state leading the state administration, forming his council of ministers, distributing the portfolios, advising the Governor, playing the role of the leader of the Bidhan Sabha

NSOU ? CC-PA-04 ? 41 and most importantly shouldering the responsibilities of his party in electoral politics. The multifarious role Chief Minister plays in the state politics assumes significance for future also. Even some Chief Ministers performed so significant role that succeeded to portray their images larger than life. It is seen that a number of Chief Ministers in different states kept a lasting impact on the state politics. Sometimes the development trajectory and consequently the politics of the state took a sharp turn due to their performance. History will keep reminding us some of the powerful and popular Chief Ministers of different states like Dr.Bidhan Chandra Roy, Sri. Jyoti Basu, and Smt. Mamata Banerjee of West Bengal, Biju Pattanaik of Orissa, N T Rama Rao and N.Chandra Babu Naidu of Andhra Pradesh, M. K. Karuna Nidhi and Jayalalalithaa of Tamil Nadu to name a few. The comfortable majority in the Bidhan Sabha provides an opportunity to the Chief Minister to play a handsome role for the development of the state. But the cobbling up of the support of different parties erects hindrances before him as he has to keep himself busy to satisfy every supporting coalition partners. So the Chief Minister of a coalition government faces difficulty in his performance than the single majority party. 4.2 Chief Minister: Appointment, tenure, removal, privileges As earlier mentioned, that the Chief Minister is the prototype of the Prime Minister at the centre. As per the art. 164 of our constitution, the Governor appoints the Chief Minister. He/she must be the member of the State Legislature. The Governor can appoint any person who is not the member of the State Legislature as Chief Minister if he enjoys the majority support, but he has to be the member of the same within 6 months of his/her appointment. As the constitution is silent about the qualifications of the Chief Minister it leaves enough scope of manipulation regarding the appointment of
the Chief Minister. Normally, the Governor is guided by

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the convention of the parliamentary system of governance that the leader of the majority party will be appointed as the Chief Minister.

Even the consensus leader of the coalition of parties (pre-or post) is also appointed as the Chief Minister. But the problem arises when no party is in position to form government on its own and also fails to muster the support of the other parties. Even the situation becomes more complicated when two or more leaders stake claim to form the ministry. In this case the Governor seeks the advice of the Advocate General and waits for some time thereby giving the parties to thrash out the matter. If no party

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is in a position to form the ministry, then the Governor

has no other alternative but to recommend to the President for the imposition of Art.356. West Bengal among other states bears the experiences of
42 ? NSOU ? CC-PA-04 President's rule (three times) in this regard from 1968 to 1971. The tenure of the Chief Minister is generally 5 years, but it depends upon the support of the majority members of Bidhan Sabha (lower house of the state legislature). He may tender his resignation before the Governor. His resignation implies the removal of entire council of ministers. 4.3 Chief Minister: Power

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and functions The functions of the Chief Minister can be explained under the following heads : a) As the leader of the

council of ministers b) As the leader of the Bidhan Sabha c) As the chief adviser of the Governor d) As the leader of his/her party
As
the leader
of

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the council of ministers The Chief Minister is the leader of the council of ministers. He

is
regarded as the primus inter-pares – first among equals. Upon his advice, the Governor appoints other ministers. It implies that the Chief Minister finally prepares the list of the ministers after wide consultation. In reality he has to ensure the representation of the various sections of the society in the council of ministers. He has to give the younger leaders an opportunity to get prepared for future alongside the older leaders of the party. He is the sole authority to allocate or re-allocate the ministries or department among the ministers. Even he may ask any minister to resign or he may request the Governor to remove the minister from the post. As he is regarded as the keystone of the cabinet arch, he decides schedule and the issues to discuss in the cabinet meeting. He presides over the meeting of the cabinet. Although the convention of the parliamentary form of government expects that every decision is to be taken by the majority support but that does not diminish the influence of Chief Minister. Rather it is the Chief Minister who sets the tone of the meeting and upon his command the fate of every agenda depends. Moreover, he communicates

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the decisions of the council of ministers to the Governor and places the advice of the Governor before the council for consideration. In fact he is bridge or channel of communication between the Governor and the council of ministers.

NSOU ? CC-PA-04 ? 43 As the leader of the Bidhan Sabha As the Chief Minister is regarded as the leader of the house, he is required to perform certain function in this capacity. He advises the Governor to summon the session, prorogue and dissolve the Bidhan Sabha. In consultation with the council of ministers, he chalks out the schedule of the session, prepares the agenda for discussion and resolution and the bills to be introduced. Being the sole spokesperson of the government, he defends all the decisions and policies of the government, he rescues the ministers from the onslaught of the opposition if situation arises, he selects the chief whip of his party to maintain discipline and conventions of the house, maintains a good rapport with the opposition for smooth functioning of the house. As the chief adviser of the Governor It is established parliamentary norm that the Governor will act according to the advice tendered by the Chief Minister. Upon his advice the Governor appoints other ministers, allocates the responsibility and removes any minister and dissolves the Bidhan Sabha. The Governor appoints certain officials like

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Advocate General, Chairman and other members of the State Public Service Commission

on
the advice of the Chief Minister. As earlier mentioned

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the Chief Minister plays the role of mediator between the Governor and the council of ministers.

As the
leader of his/her party

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The Governor appoints the leader of his party or the coalition as the Chief Minister,

so he has to ensure the unity and integrity of the party or coalition both inside and outside of the house. He has to take care of the party discipline for the stability of the government. He has to supervise and take appropriate measures to formulate policies according to the party ideals or coalitions. Upon his personality and leadership, the party sails smooth in the election. He utilizes different public platforms to reach out to the people of the state, makes them understand about his government's policies. The people of the state depend upon the Chief Minister for their wellbeing. 4.4 Position of the Chief Minister Chief Minister is regarded as the head or the real executive in the state. The framers of the constitution intended that the state government should be led by the Chief Minister. His role and performance uplift him to the position of real ruler of the state. But the

44 ? NSOU ? CC-PA-04 experience of different situations tells different stories about the position of the Chief Minister. His position becomes stronger when his party enjoys absolute majority in the State Legislature and the same political party rules at the centre also. But the leader of the majority party enjoys not so stronger position if his party is in opposition at the centre. The Chief Minister appears to be weak when his party does not enjoy majority singly in the Bidhan Sabha and his government depends upon the support of the coalition partners more. All the situations are enumerated below to understand the different positions of a Chief Minister Stronger Chief Minister The Chief Minister of a state appears to be stronger if his party holds majority in the state legislature and at same time his party is in power at the centre. Normally, the Chief Minister in this situation is the trusted lieutenant of the Prime Minister or the high command. Moreover, as history shows that the Governor of a state is selected by the ruling party from the party members or sympathizers, so it is expected that he will not create any hindrance before the Chief Minister, rather his purpose will be to cooperate with the state government. Chief Minister hence enjoys enormous power, the support of the MLAs is taken for granted, the opposition is hardly given due respect. Since independence, the people of India saw a number of powerful Chief Ministers having the blessings of the high command of his party. Dr.B.C.Roy and S.S.Roy of West Bengal, G.B. Pant and C.B. Gupta of U.P, can be mentioned as examples. The formations of council of ministers, allotment of ministry, even removal reflect his sole intention and supreme control. The functioning of the government bears the marks of his authority. His authority within the state prevails without any murmur of protest. Strong Chief Minister The position of the Chief Minister having the majority support in the Bidhan Sabha is strong enough. But as his party or coalition is not in power at the centre, so there may be hindrances created by the centre before the functioning of the state government. The Governor may not cooperate with the Chief Minister, even centre may create hurdle before the state administration. The Governor may be seen as hyper active in this context while in the first situation he plays at the hand of the Chief Minister. The threat may not come from the Bidhan Sabha but the expected cooperation from the centre and the Governor may not be available to the state government at the right moment. Tug of wars between both the governments is regular scene in Indian politics. In that case the Chief Minister is strong enough but compared to the earlier one, he is not so.

NSOU ? CC-PA-04 ? 45 Weak Chief Minister In the third situation, where the Chief Minister leads a coalition, he appears to be weak in formulating stable policies because of the fear of the losing the support of the alliance partners. He is seen more busy to keep the house together rather making any stable strong policies. On the other hand the centre may do the same treatment like in the second context. The Chief Minister works under the threat of dual swords- his own alliance partners and the centre. Ajoy Mukherjee in West Bengal in mid-1960s is the glaring example in this regard. 4.5 Chief Minister's role as Real Head

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The Chief Minister is the leader of the Council of Ministers. With the passage of time, the position of Chief Minister has strengthened vis-a-vis his Council of Ministers. He has to assign portfolios among his ministers and can change such portfolios when he likes. He plays a coordinating role in the functioning of his Council of Ministers. He has to see that the decisions of the various departments are coherent. He has to lead and defend his Council of Ministers in the Assembly. In short, he has to ensure the collective responsibility of the Council of Ministers to the State Assembly. The Chief Minister sets the agenda for the Cabinet and greatly influences its decisions. He takes decisions on important matters of coordination even though these are allotted to individual ministers. Moreover, the Governor appoints the Council of Ministers on the advice of the Chief Minister and the ministers hold Office during the pleasure of the Governor. As a result of these provisions, the Minister, in fact, holds office during the pleasure of the Chief Minister. This power of dismissing the ministers at will and the power to change their portfolios has greatly strengthened the power of the Chief Minister in relation to his ministers and ultimately the Council of Ministers. It must also be realised that the power of the Chief Minister in relation to his Council of Ministers also depends on political conditions prevailing in the state. If a cohesive party has an absolute majority in the Assembly, the Chief Minister becomes very powerful and the ministers are afraid of him. His power is further enhanced in case of a statewide regional party for, in that case he is not subject to the discipline of the national leadership. The position of a Chief Minister gets weakened if he heads a coalition government or a faction-ridden party. In either case, he or she has to effect compromises to keep a balance among the coalition partners or various factions within the party. 46 ? NSOU ? CC-PA-04 Powers of

the Chief Minister
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the Governor : The powers of Chief Minister in relation to the Governor have not been mentioned anywhere in the Constitution. A convention was sought to be established whereby the Chief Minister could be consulted regarding the appointment of the Governor in his state. Even this has not been followed by the Union government in many cases. The only other power, which can be indirectly inferred from the Constitution is the power to exercise executive power of the state in the name of the Governor. All the public appearances of the Governor and the speeches delivered by him on such occasions have to be in accordance with policy laid down by the Council of Ministers headed by the Chief Minister; the speeches of the Governor on ceremonial occasions and the annual speech before the Assembly have to be approved by the Cabinet. Powers of the Chief Minister in relation to the Legislature The Chief Minister is also the leader of the House. Apart from this formal position, the Chief Minister provides real legislative leadership to the House in the sense that -he sets the legislative agenda. The legislative measures are brought before the Assembly after the approval of the Council of Ministers headed by the Chief Minister. It is true that private members may also bring a Bill before the Assembly. But, that has a limited chance of success. Apart from the fact that it has

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backing of the majority party, the private members do not have the wealth of information that is available to the government. Apart from setting up the legislative agenda, the Chief Minister has to keep the Assembly informed about the various activities of the government by answering questions, making statements, intervening in the debates, etc. Powers of the Chief Minister in relation to the Executive By virtue of being the head of the political executive, the Chief Minister controls the entire bureaucracy of the state. In this function, he is assisted by the Secretariat headed by the Chief Secretary. He approves all senior appointments like those of Secretaries, Additional/Joint/Deputy Secretaries, Heads of the Departments, Chairpersons and Managing Directors of Public Sector Undertakings, etc. Through his Cabinet, he controls their service conditions and disciplinary matters. He provides them leadership to ensure good performance and good morale. At the same time, he has to keep a watch on their performance through administrative channels as well as through his own sources like party workers, complaints fiom aggrieved persons and actual observation during tours.

NSOU ? CC-PA-04 ? 47 4.6 Conclusion The Chief Minister plays a very important and critical role in State administration. He advises the Governor on the summoning and proroguing of the State legislative's sessions. He has the authority to recommend to the Governor the dissolution of the legislative assembly at any time. The Governor is a

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state's de jure head, but de facto executive authority rests with the Chief Minister. 4.7

Summary ? In this unit we have studied the appointment, tenure and removal of the chief minister. ? We have learnt about the role, power and functions of the chief minister 4.8 Glossary ? Removal: dismissal of someone from a position ? Council of Ministers: usually composed of those government ministers who are responsible for the ministry 4.9 Model questions ? Discuss
the powers of

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the Chief Minister. ? Analyse the position of the Chief Minister. ? Give a brief account of the appointment and removal of the Chief Minister. ? Mention the powers of the Chief Minister as the leader of the house. ? Write the powers of the Chief Minister as the leader of the Council of Ministers. ? Briefly mention the functions of the Chief Minister as the chief advisor of the Governor. ? Examine the powers of the Chief Minister in relation to the Governor. ? Discuss the role of the

Chief Minister
as the
real executive head of the state. ?
Distinguish between stronger Chief Minister and strong Chief Ministers.
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NSOU ? CC-PA-04 ? 49 Unit V Speaker: Role and functions Structure 5.0 Objectives 5.1 Introduction 5.2 Speaker: Appointment, tenure, and removal 5.3 The post of Speaker: Neutrality and impartiality 5.4 Speaker: Power and Functions 5.5 Position of the Speaker 5.6 The anti-Defection Act, 1985 and the
Role of the speaker 5.7 Conclusion 5.8 Summary 5.9 Glossary 5.10 Model Questions 5.11 References 5.0 Objectives To learn about the following : ? Appointment, tenure and removal of the Speaker ? Maintenance of neutrality ? Power and Functions of the Speaker ? Position of the Speaker 5.1 Introduction In India the chairman or the presiding officer of the union legislature or the lower chamber of state legislature i.e. Bidhan Sabha is popularly known as Speaker following the British tradition of parliamentary democracy. The constitution makers did not think of alternative name for the post of the presiding officer other than the 'Speaker'. So the
50 ? NSOU ? CC-PA-04 chairman of the Bidhan Sabha is the Speaker of that state. Unlike the British tradition of the post of the Speaker emerging out of the well-established convention, ours is not based on the convention; rather the constitution makers of our country made explicit arrangements in the constitution about the appointment, tenure, removal and powers and functions etc. Article 178 of our constitution provides for a Speaker to preside over the sessions of the Legislative Assembly of an Indian state. 5.2 Speaker: Appointment, tenure and removal The newly elected Bidhan Sabha members in the first session elect one member among themselves as the Speaker and another as Deputy Speaker. Speaker must be the member of the Bidhan Sabha. The tenure of the post of the Speaker is equivalent to that of the Bidhan Sabha. Generally the tenure is 5 years unless it is dissolved before the scheduled period. The post of the Speaker may be vacant if he resigns or dies. He may be removed if the majority members of the Bidhan Sabha ratify the no-confidence motion brought against him. Such motion can be initiated 14 days before the discussion. 5.3 The post of Speaker: Neutrality and impartiality The post of Speaker demands impartiality for the quality debate and discussion with regard to the strengthening of parliamentary democracy. But it is no denying a fact that India struggles to establish the requisite norms of neutrality for the post of speaker like its counterpart of Britain. Realising the importance of impartiality of the Speaker the constitution makers made some constitutional arrangements in this direction. 1) The speaker does not take part in any debate or discussion or any voting procedure of the Bidhan Sabha except casting ballot. It is expected that the speaker will maintain political neutrality in the house. Out of that expectation, the speaker remains aloof from such proceedings. But if there is deadlock by way of equal number of votes (for and against) on any proposal or motion, the speaker is required to end the deadlock by way of casting his vote. This is known as casting ballot. 2) His pay and allowance is made from the Consolidated Fund of the state for which no permission is required from the Bidhan Sabha; 3) His ruling is kept outside the jurisdiction of the courts;
NSOU ? CC-PA-04 ? 51 4) If the majority members want to remove him, 14 days prior notification is required before the actual discussion for his removal. 5.4 Speaker: Power and Functions As the presiding officer of the Bidhan Sabha, the speaker has to perform certain functions like: a) Discipline and decorum maintenance in the house, b) preserving and promoting the privileges of the members, c) termination of the house membership, d) appointment of different committees e) certifitying money bill, e) communication with the governor. a) Discipline and decorum maintenance in the house: Being the chairman of the house, the speaker looks into matter of smooth running of the session. He is the person to determine the daily agenda of the house i.e. the bills, proposals, questions, amendment and motions to be taken up for discussion in the house. His ruling in this regard is final and no question of legitimacy can be raised in any court. It is his discretionary power to review the earlier ruling. He orders the concerned minister to answer the questions raised by the members. House proceedings may be suspended for lack of quorum. ? Quorum : Minimum number of members required for legitimate discussion in the legislature. In India it is one-tenth of the total members of the house. It is his primary responsibility to maintain tranquillity and discipline while session is on. Starting from sitting arrangement of the members to the closure of the session, he is to ensure discipline and decorum of the members. It is a well established norm for every member of the house to seek permission from the chair if anything to say before the members. The speaker prepares the sequence of the members along with the duration of their speech. If any derogatory remarks made in his or her speech, the concerned member will be asked to withdraw the same or the speaker orders to strike the remarks out from

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52 ? NSOU ? CC-PA-04 that day's proceedings. Moreover, if any member creates nuisance in the house, the speaker takes several measures to maintain discipline. It is also a convention that if the speaker stands on his feet, all the members are required to take their seats. If this measure does not yield result, then he may call upon the names of the unruly member(s) in the house which implies that the security staff will take him away from the house. He may suspend the house proceedings for sometime if it seems impossible to continue smoothly. b) Preserving and promoting the privileges of the members Members of the house enjoy certain privileges like freedom of speech in the house. He/she will not be indicted in any court for the remarks made in the house or any committee of the house. No member of the house can be arrested or issued arrest warrant without the prior approval of the speaker. If any breaches of the privileges of the members or the dignity of the house hampered, the speaker takes appropriate measures to restore the same. c) Termination of the house membership Defection is a regular phenomenon in Indian politics; the very parliamentary ethos gets eroded by this disease. To arrest the wanton defection, an amendment (52 nd) has been made in the representation act in 1985 and the speakers are empowered to determine whether the concerned member(s) ceases to be the member of the house. The Supreme Court in 1991 held that it can verify the ruling of the speaker in this regard. d) Appointment of different committees Committees are an integral part of the legislature. Lack of time, innumerable issues to discuss and resolve and large number of members create hindrance before the legislature to do justice to every single issue. To come out of the crisis, the legislature innovates committee system comprising the members of the house. The speaker appoints several committees, even selects the chairman of those committees. e) Certifying the money bill The speaker certifies the money bill. Art.199 (3) empowers him to resolve the dispute arisen in the nomenclature of a bill. In other words, if there is any controversy arisen whether a bill is money bill or not, it is the speaker to settle. His certificate is to be attached with the money bill when it will be sent to the other chamber or the Governor for consent.
NSOU ? CC-PA-04 ? 53 f) Communication with the Governor He maintains communication between the head of the provincial government i.e. the Governor and the house. He presents before the house the messages or any advice of the Governor. He communicates any proposal or information of the house to the Governor. Besides, he is the executive head of his office. It is his responsibility to look into the problems of the employees. He conveys the message of the house to the concerned person on occasions like remarkable achievement, demise of great personality, or any unprecedented event. He represents his state in the national level speakers' conference. 5.5 Position of the Speaker The post of speaker is very important in respect of parliamentary democracy. His ruling and the behaviour within the house transcend its boundary and make a rippling effect in party politics. The speaker is the embodiment of neutrality and integrity. A balance between the role expectation and the actual behaviour is needed for the protection of democratic ethos. But unfortunate examples of partisan political behaviour on the part of the speaker hampered the evolution of the parliamentary procedure within the state. Partiality in dealing with the political situation within the house does create political turmoil within the state politics. In some situations, the speaker was seen playing pivotal role in creating ruckus, in another situation he became a mere prey of party politics. In March 1968, Punjab speaker Sri Yogindar Singh Mann suspended the session for 2 months to avoid the no-confidence motion brought about against him. This created an unprecedented constitutional crisis in Punjab because it was the budget session and the state government would fall into financial crisis. Similarly, the speakers' ruling in West Bengal in 1967, in Tamil Nadu in 1971, in Kerala in 1982, in Andhra Pradesh in 1984, in UP in 1997 are the examples of partisan politics of the speakers. In those states speakers were seen to be playing at the hands of the political parties or any faction of the party. The stiff competition for capturing power leads to the maligning of the post of speaker. For the healthy parliamentary democracy, neutral role of the speaker assumes significance. The sooner the realization comes within the political circle the better will be the performance of the parliamentary democracy.
54 ? NSOU ? CC-PA-04 5.6 The Anti-Defection Act, 1985 and the Role of the Speaker With the deteriorating political situation in the country the trend of political defections has once again acquired new dimensions in our federal set up and it brought to the limelight the loopholes in the Anti-DefectionLaw, 1985, enacted by the then Rajiv Government with a view to strengthening our political institutions. The political scenario further confirmed the misgivings and doubts expressed at the time of its passage about the utility of legislation and the role of the Speaker in dealing with the cases concerning the scope of the above-mentioned Act. It is now admitted that the Act has failed to achieve its purpose, viz-a-viz checking the unprincipled floor-crossing by our legislators and ensuring governmental stability both

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at the Centre and in the States of the Indian Union.

The old game of the 'Aya Ram and Gaya Ram' has once again made a mockery of our democracy and even of the enactment of the 52nd Constitutional Amendment Act, 1985, because retail defections had been outlawed in it while wholesale defections have been legalized under this Act. For example, Mr. Chandra Shekhar with a group of 61 MPs left the Janata Dal, in a bid to oust the V. P. Singh Government and then formed the Janata Dal (S) Government but it did not attract the penalty laid down under the Anti- defection Law. The game of wholesale defection was termed as a 'split' in the Janata Dal and not political defections because of 1/3 strength of the original party in the Lok Sabha. The operation of 1/3 principle of the Act resulted into the ridiculous formation of a minority Government of the Janata Dal (S) backed by the Congress (I). Speaker's Role Under the Anti-Defection Law : The political scenario of instability as was obtained in country afte the split of the Janata Dal in November, 1989 also called in question the impartiality and neutrality attached with the office of Speaker. Doubts were raised that the Indian Speakers, while handling the situation arising out of the dissident activities amongst the elected members and the 'split' caused in the Janata Dal, did not act judiciously and impartially. It was alleged by the opposition parties that the role of the Speaker of the Lok Sabha and the Speakers of Rajasthan, Gujarat, Uttar Pradesh and Bihar, in granting official recognition to the rebels of the break away group of the legislators was not a sign of impartiality, especially when they (defectors) had openly flouted the party whip. Their voting behaviour, contrary to the party whip, virtually incurred the disqualification as laid down in the Anti-Defection Law in 1985. The voice was raised that the Lok Sabha Speaker should have declared
NSOU ? CC-PA-04 ? 55 them disqualified according to the spirit of the provisions of the Act. Different legislative parties moved their petitions lodging the complaints against the behaviour of the defectors and urged the Speaker to declare them as disqualified under the Anti-Defection Act, 1985. Our recent experience has shown that Indian Speakers have not acted in an impartial and independent manner in dealing with the disputers of disqualifications of the legislators arising out of the 'split' of a party or violation of the party-whip on Confidence Motion and other cases of floor-crossings. The way in which the members of Legislatures changed their party-affiliations with a desire to grab power, has dragged the august body into fresh controversies. They have been alleged to have misused their powers entrusted to them under the Anti-Defection Act, 1985 and they have totally frustrated the very purpose of the Act, while excercising the powers under Para 3 of Tenth Schedule of the Act that recognizes the 'split' in the party caused by 1/3 members of that party and Para 4 that recognizes an elected member as the party-member. They were further alleged to have perverted the spirit of the Act, rendering it so obsolete in our federeal polity, because their role has weakened the party loyalty as well as party discipline. The manner is which the Lok Sabha Speaker, Mr. Rabi Ray, delivered his rulings relating to the issue of disqualification of the members of the Janata Dal (S), also shocked many. Serious concerns have been expressed and the voice was raised that the Act should be reviewed again in the light of its inherent weaknesses and flaws, providing checks on Speaker's powers to strengthen the political system of India. It was realised that those weaknesses have reduced it to a mockery in our set-up. The Anti-Defection Law was conceived as a measure of electoral reform with explicit purpose of putting a stop to political defections of over-ambitious members of legislatures from one party to another and eradication of the 'Aya Ram Gaya Ram' phase from our political system. The political turn-out that followed with the exit of the V. P. Singh Government at the Centre brought to the lime light new technicalities of the Act, especially when the issue of status of the break-away group from the Janata Dal was to be determined by the Speaker, as these members had been expelled from the party in two batches. It was noted with disgust how the spirit of the Anti-Defection Law was conveniently ignored by all concerned of the Lok Shbha to suit their convenience of power and how they failed to honour the law of Parliament which had enated it in 1985. Instead, the game undermined our democratic institutions and rendered the second experiment of the National Front Government a failure in our political system.
56 ? NSOU ? CC-PA-04 5.7 Conclusion The Office of the Speaker of Legislative Assembly is a constitutional one. The Speaker is
the principal spokesperson of the House. He represents its collective voice and is its sole

representative. The Speaker is described as the Legislative Assembly's "independent and impartial representative". 5.8 Summary ? In this unit we have learnt about the appointment, tenure and removal of the speaker. ? The powers, functions and position of the speaker has been explained 5.9 Glossary ? Impartiality: equal treatment of all rivals or disputants ? Tenure: the term for holding of an office 5.10 Model questions ? Discuss the position of the Speaker in respect to parliamentary democracy. ? What are the most important functions of the Speaker? Explain. ? Write a note on the appointment, tenure and removal of the Speaker. ? What is the role of the Speaker in termination of the house membership? Discuss. ? What is the role of the Speaker in the appointment of different committees? Discuss ? Explain the power and functions of speaker. ? Write a note on the post of Speaker. ? How is the neutrality of the speaker maintained? Discuss. ? How does the speaker maintain discipline and decorum within the house? Discuss.
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NSOU ? CC-PA-04 ? 61 Unit I Structure Of Secretariat Structure 1.0 Objectives 1.1 Introduction 1.2 Meaning and Philosophy of Secretariat 1.3 Structure of State Secretariat 1.4 Organisational Structure of the State Secretariat of West Bengal 1.5 Pattern of Departmentalization in State Secretariat 1.6 Conclusion 1.7 Summary 1.8 Glossary 1.9 Model Questions 1.10 References 1.0 Objectives In
this unit we will : ?

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Understand the meaning of the State Secretariat. ? Explain the Structure of the State Secretariat ? Discuss the Structure of the State Secretariat

of
West Bengal. 1.1
Introduction The Constituent Assembly of India accepted the parliamentary form of government for new India and it's provinces (States) also
on the basis of British Constitution. In accordance with
the form of government,
the Governor is the head of the state
and is advised by the Ministry –called Council of Ministers headed by the Chief Minister
to conduct State's administration. But
in fact,
the Governor is the nominal head
of the state and
the
Council of Ministers with the Chief Minister
at the
head
is the real executive of the state under the Parliamentary system of government. The Council of Ministers with
62 ? NSOU ? CC-PA-04 the Chief Minister
is responsible for their activities to the

State Legislature. The business of a State Government is allocated to the Ministers. For the sake of administrative convenience and assistance to the Ministers every state has a 'Secretariat'. It is mainly located in the state capital where the offices of the Ministers are situated. 1.2 Meaning and Philosophy of Secretariat The Secretariat is a staff agency of a state administration. It takes a crucial role to assist the Ministers in the fulfilment of their responsibility.

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The expression 'Secretariat' is used to refer to the summation of all departments

of state government. A Ministry consists of two or more Departments and

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the departments are headed politically by the Ministers and administratively by the Secretaries

as at the Centre. On the other hand,

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the Chief Secretary is the head of the entire State Secretariat.

Here we should
keep in mind
that

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the secretary is the secretary to the State Government as a whole, not to the individual Minister. The secretary is normally, a

senior IAS Officer (a generalist). But the Chief Engineer, secretary of the Public Works Departments is a specialist.

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The administrative philosophy to which the secretariat system owes its existence is that policy making must be kept separate from policy execution. Several advantages

are

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claimed in favour of such an arrangement: i) Freedom from operational involvement makes the policy making apparatus forward looking and allows it to think in terms of overall goals of government rather than narrow, sectional interests of individual departments. ii) Policy making receives the time and attention it deserves, if different set of persons are charged with the functions of policy making as well as its execution. This is because, policy making, is a serious exercise in drawing up what would be a future course of action. It should not be treated as less urgent than policy execution, which involves routine, day-to-day administration. iii) Secretariat serves as a disinterested adviser to the minister. It is important to remember that the secretary is the secretary to the government and not to the minister concerned, which ensures objective examination of the proposals coming from the executive departments. It enables a more balanced scrutiny of proposals. iv) Policy making must be separated from current administration and day-to-day implementation should be left to a different agency with executive freedom, which ensures delegation of authority.

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It should be in order at this stage to portray the broad dimensions of the Secretariat's role in some detail.

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This has many aspects. First, the secretary supplies to the minister all the data and information needed for policy formulation. Second, the secretaries sometimes provide the programmes, with content by working out their details, on whose strength ministers are voted to power. Third, the Secretariat assists ministers in their legislative work. Drafts of legislations to be introduced in the legislature by ministers are prepared by the secretaries. Besides, to answer questions in the Legislature, the minister needs relevant information; the secretary supplies this information to the minister. Secretary also collects information required with respect to the legislative committees. Fourth, the Secretariat functions as an institutionalised memory. This means that the emerging problems require an examination in the light of precedents. Records and files maintained in the Secretariat serve as an institutional memory and ensure continuity and consistency in the disposal of cases. Fifth, the Secretariat is a channel of communication between one government and another, and between the government and such agencies as the Planning Commission and Finance Commission. Finally, the Secretariat evaluates and keeps track of execution of policies by the field agencies 1.3 Structure of

State Secretariat The secretariat is the nerve centre of a state administration. So, we need to know the structure of State Secretariat. The structure of all states-secretariat is not same in India. The number of secretariat departments differs from state to state. Generally their number varies from 10 to 40. But there are some common departments in most of the states' administration.
The departments which are common to most of

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the states are mentioned below: 1. General Administration 2. Home 3. Finance 4. Revenue 5. Agriculture 6. Law 7. Forest 64 ? NSOU ? CC-PA-04 8. Jail 9. Labour and employment 10. Panchayati Raj 11. Public works 12. Irrigation and power 13.

Education 14. Planning 15. Industries 16. Health 17. Cooperatives 18. Transport 19. Food and civil supplies 20. Excise and taxation 21. Local Self Government 22. Publicity and Information 23. Public Works 24. Tribal and Social Welfare 25. Housing 26. Social Welfare 27. Science and Technology 28. Rehabilitation The secretariat consists of several administrative departments. Each department is divided into Officers and Office Staff. The Secretary, Additional/Special Secretary, Joint Secretary, Deputy Secretary, Under Secretary and Assistant Secretary are called Officers in a department. The secretary is the head of a department. Usually, each Secretary has to take charge of more than one department. As a result, the number of secretariat department would be more than the number of Secretaries. On the other hand,

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the Office staff comprises the superintendent (or section officer), assistants, upper division clerks NSOU ? CC-PA-04 ? 65 (UDCs), lower division clerks (LDCs), steno-typists and typists. They are also the permanent element in the Secretariat system. The

secretariat department is divided into divisions, divisions into branches and branches into sections. The hierarchy of the Secretariat is given below: Chief Secretary ? Principal Secretary/Secretary ? Special Secretary ? Deputy Secretary ? Under Secretary ? Assistant Secretary ? Section Officer Here one thing should be mentioned that apart from the Chief Secretary, all the Secretariat officers are subject to the well known tenure system. They are appointed in the Secretariat for only a fixed term. 1.4 Organisational Structure of the State Secretariat of West Bengal Like other states of India, West Bengal has a State Secretariat to help the Ministers in the fulfilment to their roles. The state secretariat of West Bengal consists of several departments. Every department is headed politically by a Minister and administratively by a Secretary. The entire State Secretariat of West Bengal is headed by the Chief Secretary. According to the West Bengal Services (Secretariat Common Cadres) Rules, 1984, the State Secretariat of West Bengal is composed of the following

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departments. I. Home Department. II. Finance Department including Accounts Branch and Financial Advisers' offices 66 ? NSOU ? CC-PA-04 of R. R. and R., Food and

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Supplies and Development and Planning Departments. IIIA. Legislative Department. IIIB. Judicial Department. IV. Department of Land and Land Reforms. V. Department of Agriculture including Inputs Branch. VI. Department of Animal Husbandry and Veterinary Services. VII. Department of Forests. VIII. Department of Commerce and Industries. IX. Department of Labour. X. Department of Education including office of State Archives. XI. Department of Health and Family Welfare. XII. Department of Local Government and Urban Development. XIII. Department of Refugee Relief and Rehabilitation, Relief and Welfare, Scheduled Castes and Tribes Welfare Department. XIV. Public Works Department including P. W. Roads Department and Construction Board. XV. Department of Irrigation and Waterways. XVI. Department of Food and Supplies. XVII. Department of Development and Planning including State-Planning Board and Town and Country Planning Branch. XVIII. Department of Fisheries. XIX. Department of Cottage and Small Scale Industries. XX. Department of Excise. XXI. Department of Co-operation. XXII. Department of Housing. XXIII. Department of Panchayats and Community Development including Panchayats and C. D. Branches. NSOU ? CC-PA-04 ? 67 XXIV. Department of Information and Cultural Affairs. XXV. Department of Public Undertakings. XXVI. Department of Power. XXVII. Department of Industrial Reconstruction. XXVIII. Department of Youth Services. XXIX. Department of Tourism. XXX. Metropolitan Development Department. XXXI. Department of Environment.

Now the following departments also are seen in West Bengal: ? Home & Hill Affairs ? Finance ? Health and Family Welfare ?

90% **MATCHING BLOCK 74/219** W

Land and Land Reforms & Refugee Relief And Relabilitation ? Information and Cultural Affairs ? Personnel and Administrative Reforms ?

Minorities Affairs and Madrasah Education ? Transport ? Irrigation and Waterways ? Public Health Engineering ? Public Works ? School Education ? Self-Help Group & Self- Employment ? Sundarban Affairs ? Technical Education, Tranning & Skill Development. ? Tourism ? Transport
68 ? NSOU ? CC-PA-04 ? Tribal Development ? Urban Development & Municipal Affairs ? Water Resources Investigation & Development ? Women & Child Development & Social Welfare ? Youth Services & Sports ? Micro, Small & Medium Enterprises & Textiles ? North Bengal Development ? Panchayat & Rural Development ? Parliamentary Affairs ? Paschimanchal Unnayan Affairs ? Personnel & Administrative Reforms & e-Governance ? Planning, Statistics & Programme Monitoring ? Power and Non-Conventional Energy Sources ? Housing ? Industry, Commerce & Enterprise ? Information & Cultural Affairs ? Information Technology & Electronics ? Irrigation & Waterways ? Judicial Law ? Mass Education Extension & Library Services ? Agriculture ? Agricultural Marketing ? Annimal Resources Development ? Backward Classes Welfare ? Consumer Affairs ? Co-operation ? Correctional Administration
NSOU ? CC-PA-04 ? 69 ? Disaster Management and Civil Defence ? Environment ? Fire & Emergency Services ? Fisheries ? Food Processings Industries & Hoticulture ? Food & Supplies ? Forest ? Higher Education, Science & Technology & Bio-Technology A Secretariat department of West Bengal consists of different officers. They are appointed for a fixed tenure. An overall hierarchy of W. B state Secretariat officers is shown below: ? Principal

88% **MATCHING BLOCK 78/219** W

Secretary/ Secretary ? Special Secretary/Additional Secretary ? Joint Secretary ? Deputy Secretary ? Under Secretary ? Assistant Secretary

Apart from the abovementioned Officers, the following personnel are also the office component of the Secretariat. They are called Office Staff. ?

78% **MATCHING BLOCK 75/219** W

Section Officers ? Head Assistants ? Upper Division Assistants ? Lower Division Assistants ? Steno-typists and Typists ?

Group D Employees Now we will try to understand the entire organisational structure of the State Secretariat of West Bengal through a picture of Labour department of this state.
70 ? NSOU ? CC-PA-04 LABOUR DEPARTMENT ? Minister-in-Charge ? Principal Secretary ? Special Secretary ? Joint Secretary ? Deputy Secretary ? Law Officer ? Assistant Secretary ? OSD ? Registrar ? Section Officer ? Head Assistants ? Upper Division Assistants ? Lower Division Assistants ? Muharrir ? Record Supplier ? Duftry . ? Group D Employees
NSOU ? CC-PA-04 ? 71 1.5

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Pattern of Departmentalization in State Secretariat Each secretary is normally in charge of more than one department. The number of secretariat departments would therefore be larger than the number of secretaries. The number of secretariat departments, quite naturally, varies from state to state. Their number broadly ranges between 10 and 40 in different states. The number of departments in a particular state is not necessarily related to its size in terms of population. For instance, a small state like Mizoram had as many as 36 secretariat departments in 1987, the corresponding figure for Andhra Pradesh (which is a much larger state), was 19 in 1982

84% **MATCHING BLOCK 77/219** **W**

Larger number of departments, in particular states, would result from restricting the scope of the functions and charges of those which may be created. Partly, such increase in the number of departments may arise from the peculiar problems a particular state may face. There is a lot of criticisms about the work allocation existing in the secretariat departments, which are: First, work allocation is lop-sided in that some departments are burdened with more work than others. Second, allocation is far from rational even in terms of homogeneity of work. Not only are the subjects handled by a particular department too numerous and therefore unmanageable but these are also too heterogeneous, causing problems of coordination. These are further aggravated when charges of particular departments are incomplete in scope. 1.6

Conclusion Secretariat is a most important part of a state administration in India. It is a nerve centre of any state administration. It takes a crucial role to help the Ministers in the fulfilment of their roles.

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The expression 'Secretariat' is used to refer to the summation of all departments

of state government. Every Ministry consists of two or more Departments and

100% **MATCHING BLOCK 81/219** **SA** MHYS-45 Indian Administrative System.docx (D151906351)

the departments are headed politically by the Ministers and administratively by the Secretaries. The Chief Secretary is the head of the entire State Secretariat.

The number of secretariat departments is not same in all states. It differs from state to state. Generally their number varies from 10 to 40. Each department is divided into two, such as- Officers and Office Staff. The Secretary, Additional/Special Secretary, Joint Secretary, Deputy Secretary, Under Secretary and Assistant Secretary are called Officers in a department. The secretary is the head of a department. On the other hand,

54% **MATCHING BLOCK 80/219** **W**

the Office staff comprises 72 ? NSOU ? CC-PA-04 the superintendent (or section officer), assistants, upper division clerks (UDCs), lower division clerks (LDCs), steno-typists and typists. They are also the permanent element in the Secretariat system.

Like other states West Bengal has a Secretariat to assist the Ministers to their works. It is located at Nabanna in Howrah. The Secretariat is also divided into different departments. Generally, a secretary has to take charge of more than one department and he is the administrative head of the department. On the other hand,

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the Chief Secretary is the head of the entire State Secretariat

of West Bengal. 1.7 Summary ? In this unit the meaning and the administrative philosophy of the Secretariat has been explained. ? We have discussed the organizational structure of the state Secretariat with special reference to West Bengal 1.8 Glossary Secretariat: a permanent administrative office especially a governmental one Departmentalization: refers to the process of grouping activities into various departments. 1.9 Model Questions ? What is the legislative role of a secretariat? ? Discuss the significance of the 'Office'? ? What is the typical pattern of departmentalisation in the State Secretariat? ? What do you mean by the 'State Secretariat'? Write a note on the 'State Secretariat'. ? Evaluate the Organisational Structure of the State Secretariat of West Bengal. ? Discuss in brief the structure of the State Secretariat. ? What do you understand by the administrative philosophy of the Secretariat? Discuss.
NSOU ? CC-PA-04 ? 73 1.10 References ? Indian Administration - S. R. Maheshwari (2022) Laxmi Publications Pvt. Ltd. ? Indian Administration – Hoshiar Singh, Pankaj Singh (2011) Pearson ? Public Administration in India – Siuli Sarkar (2018) PHI Learning ? http://wbcmo.gov.in/cmo.aspx ? http://wbpar.gov.in/writereaddata /Common%20Cadre%20Rules1984_b.pdf ? https://wblc.gov.in/organisational-structure
74 ?
NSOU ? CC-PA-04 Unit II Functions of Secretariat Structure 2.0 Objectives 2.1 Introduction 2.2 Functions of the Secretariat 2.3
Criticism of State Secretariat 2.4 ARC Recommendations 2.5 Personnel and Administrative Reforms in West Bengal 2.6 Conclusion 2.7 Summary 2.8 Glossary 2.9 Model Questions 2.10 References 2.0 Objectives In this unit we will : ? Discuss the functions of the State Secretariat. ? Explain the recommendations of the first Administrative Reforms Commission (ARC) of India. 2.1 Introduction In a State of
India, the Governor is the nominal
head and
the
Council of Ministers with the Chief Minister at
the head
is
the real executive of the state under the Parliamentary system of government. The Council of Ministers
with the Chief Minister
is
responsible for their activities to the people of the state through the State Legislature. So, the Council of Ministers has to fulfil its responsibilities and duties for the welfare of the people.
To fulfil their responsibilities and to assist them in administration, the State Secretariat takes a
NSOU ? CC-PA-04 ? 75 crucial role. It is the nerve centre of a state
administration. The word 'Secretariat' literally means

76% **MATCHING BLOCK 82/219** **W**

the office of the Secretaries. The expression Secretariat is used to refer to the complex of departments.

It is the top layer of the State administration. The Secretaries are the administrative heads and the Ministers are the political heads of

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the departments. The Chief Secretary is the head of the entire State Secretariat. 2.2

Functions of the State Secretariat The State Secretariat is the apex organization of a state administration, therefore it takes an important role in
the state government under the direction and leadership of the Chief Minister of
the State. The Secretariat assists

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the State Government in policy making and discharging its legislative functions.

It
provides Secretarial assistance to the Ministers and also represents its departments before the committees of the Legislature. According to first Administrative Reforms Commission (ARC) of India (1966-70), the State Secretariat

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acts "as a memory and a clearing house preparatory to certain types of decisions and as a general supervisor of executive action." Some important functions of the State Secretariat are

given below:- First, The Secretariat assists

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the Ministers in policy making and in modifying policies from time to time.

The Secretariat provides different data, information and advices to the Ministers and the Ministers make policies with the help of these data. Second, It also assists the Ministers in their legislative work to frame rules and regulations. The Secretariat makes legislative drafts for the Ministers to be introduced in the
state Legislative. Third, It helps to prepare the budget in consultation with the Finance Department. Fourth, The secretariat makes policies and on the other hand, the directorate and other field agencies implement the policies. Here the function of the secretariat is to supervise the implementation of government policies by

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the Directorate and other field agencies. Fifth, The secretariat not only supervises the implementation of various policies but evaluates the performance of different field agencies also.

After evaluation it can suggest proper action, if required. Sixth, It can impose control on public expenditure.
76 ? NSOU ? CC-PA-04 Seventh,
One of the most important roles of the State Secretariat is to provide secretarial assistance to the different Ministers' Committees according to their need. Eighth, It helps the
Ministers in discharging their responsibilities to the State Legislature. Such as – answering Assembly questions. Ninth, The State Secretariat acts as a think-tank of the state government by providing authentic information in respect of governmental policies and activities.
Tenth, It initiates measures to develop greater organizational competence. Eleventh, State government has different departments. So, the secretariat has to coordinate the policies and programmes of the different departments. So, we can say that it acts as the chief coordinating agency in the State Government. Twelfth, The State Secretariat appoints Heads of Departments and consequently establishes the work, salary, leave etc. of these officers. Last but not least, the secretariat

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acts as the spokesman of the state government. It maintains contacts with the central government and other state governments.

In this regard, the Rajasthan Administrative Reforms Committee, 1963 can be mentioned. Under the chairmanship of Harish Chandra Mathur the Committee had

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prescribed the following functions which should be performed by the secretariat. General: 1. All matters of general policy; 2. Inter-departmental co-ordination; 3. Matters involving the framing of new legal enactments or rules or amendments in the existing ones. Cases involving interpretation or relaxation of existing rules or government orders; 4. Correspondence with the Government of India and other governments; 5. All matters relating to the preparations or adoption of new plan schemes and important modifications in the existing schemes; 6. Review of the progress of plan schemes, both physical and financial; 7. Inspection reports and tour notes, recorded by

the Heads of Departments; 8.

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All-India conferences and important conferences of state level; NSOU ? CC-PA-04 ? 77 9. Public accounts committee, estimates committee, assembly and parliamentary questions; 10.

Delegation of powers; 11. Territorial changes and changes at headquarters; 12.
Litigation notices under Section 80, Civil Procedure Code; 13.

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Appeals, revisions, etc. within the powers of the State Government. Financial Matters: 1. Scrutiny and approval of development budget estimates, major appropriation of accounts, surrender of funds, and supplementary grants; 2. All proposals involving new items of expenditure; 3. Financial sanctions not within the competence of the Heads of Departments; 4. Sanction of expenditure from

the Contingency Fund; 5. Writing off of

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cases beyond powers of Heads of Departments and audit objections regarding the offices of Heads of Department, etc. Service Matters: 1. Approval of service rules and amendments thereto; 2. Papers relating to senior appointments/promotions/transfers of the Deputy Heads of Departments and above and cases of disciplinary proceedings against these officers; 3. Initial appointment of officers belonging to the state service and infliction of major punishments upon them; 4. Creation of posts, their extension and continuance, reemployment, resignation, special pay, allowances and pensions not within the powers of

the Heads of
the Departments. 2.3 Criticism of State Secretariat The general complaint against the Secretariat is that it has been concentrating most of the powers. The executive heads of departments generally complain that even for a small matter they have to approach the Secretary for getting sanction. The reason for this
78 ? NSOU ? CC-PA-04 tendency is inherent in the Parliamentary form of Government. The Minister is responsible to the Parliament or the state legislature for omissions and commissions of the department under his charge. Hence, he has to keep himself informed of all the developments of his department. This leads to the concentration of functions in the Secretariat. Certain human and psychological factors are also responsible for this monopolization of power. But

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this type of concentration leads to inefficiency in the working of the Government. Second, the Secretariat being far away from the field are not aware of the problems in the

field. Therefore, their examination of proposal put forth by field staff is not only superficial, but also leads to too many queries.

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This slow and tardy processing of the cases impairs the efficiency of the field agencies.

Third, the postings in the Secretariat these days are important and attractive and the condition in the field is difficult. The field officers have to face political pressures and have greater chance of coming into conflict with the political masters, while

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the Secretariat officers have a very good existence. They work close to the centre of power and are able to develop better equation with them. Moreover, the Secretariat

posts carry additional remuneration which make them more attractive to the officers; have better educational and medical facilities and other amenities. Therefore, most of the officers wish to remain in the Secretariat. By staying for a long period in the Secretariat these officers lose touch with the field and do not realise the field problems. It is, therefore, essential to have a balance between the field level and Secretariat level experience of the officers. 2.4 ARC Recommendations The first Administrative Reforms Commission (ARC) of India (1966-70) in its Report on State Administration, Chapter III, suggested the following recommendations to develop the quality of the functions of the State Secretariat. i. The distribution of subjects as between different Secretariat departments should be so effected that such departments would deal with a particular segment of administrative activities. Such activities should be inter related and be more or less of homogenous character. ii. The number of the State departments should, in general, not exceed 13. iii. The basic

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scheme of grouping of subjects into departments should not be changed to provide for an increase in the number of ministers'

portfolios. A change should be made only on the basis of proven administrative needs and after a thorough study. The situation in which the number of members in the Council of Ministers
NSOU ? CC-PA-04 ? 79 exceeds the number of departments fixed on the basis of a rational plan should be met by putting in charge of some departments, Ministers of State and Deputy Ministers in addition to the Cabinet Ministers. iv. Executive functions which are at present performed by the Secretariat and

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which do not have a close bearing on policy making should be transferred to appropriate

organisations. v. In departments dealing with specific subjects, there should be set up two “staff” cells, namely, (i) a combined cell on planning and policy; and (ii) a finance cell. vi. The new Department of personnel should be under the charge of the Chief Secretary and be placed under the Chief Minister. vii. There should be set up in each administrative department a Policy Advisory Committee with the Secretary of the department as its Chairman and the heads of all major executive departments as its members. The existing Secretariat personnel should be suitably oriented in the preparation of self-contained papers or memoranda setting out the problems, its different alternative solutions and the merits and demerits of each alternative. 2.5 Personnel and Administrative Reforms in West Bengal The Personnel and Administrative Reforms Department is entrusted with the task of providing human resources to the various establishments of the Government of West Bengal from the Secretariat to the block level in appropriate positions as well as spearheading all E-Governance related activities in West Bengal. ? In consonance with the above major task, it also carries the onerous responsibility of managing the IAS, WBCS (Exe.) and West Bengal Secretariat Service cadres in all respects. Apart from placement of officers and staff, this department is also concerned with service matters and career prospects of the members of the aforesaid cadres in a holistic manner. The department discharges its functions through its eleven cells or branches. ? It is also the administrative department of important organizations such as the (i) Administrative Training Institute at Bidhannagar, (ii) the Vigilance Commission, (iii) the West Bengal Information Commission, (iv) the Lokayukta and (v) the Resident Commissioner’s office in New Delhi. The Administrative Training Institute
80 ? NSOU ? CC-PA-04 conducts regular training programmes for the officers and staff for capacity building and performance enhancement. ? As the nodal department for the implementation
of the Right to Information Act, 2005, the P & AR Department strives to enforce transparency and accountability in the functioning of government
machinery at various levels of the State administration. It also coordinates with other departments for speedy redressal of public grievances. ? Build core information infrastructure to support E-Governance in terms of State Data Center and State Wide Area Network; support infrastructure namely State Portal, e-Form and State Service Delivery Gateway (SSDG) and all other platforms and infrastructure for facilitating the realization of the vision of the State. ? Facilitate coordination among Government Departments, Academic Institutions and Industry for achieving E-Governance. ? In service training of officers and Staff of the Government at ATI and other reputed institutes. ? Implementation of administrative reforms as per decision of the State Government. ? Keeping Vigilance over the functioning of the officials. ? Maintenance of service records and accounts ? Disposal of public grievance petitions. ? Facilitate coordination among Government Departments for achieving excellence in IT and related sectors. ? Support the State Government Departments in adopting best practices, guidelines, policies and standards vis-a-vis implementation and use of ICT. 2.6 Conclusion The Secretariat is the top layer of the State administration. It is the nerve centre of a state
administration. The word ‘Secretariat’ literally means

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the office of the Secretaries. The expression Secretariat is used to refer to the complex of departments.

The Secretaries are the administrative heads and the Ministers are the political heads
of

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the departments. The Chief Secretary is the head of the entire State Secretariat.

The
State Secretariat takes an important role in the State Administration. Like the central counterpart, the
NSOU ? CC-PA-04 ? 81 Secretary is the principal advisor to the Minister. The Secretariat assists

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the State Government in policy making and discharging its legislative functions.

It
provides secretarial assistance to the Ministers and also represents its department before the committees of the Legislature. According to first Administrative Reforms Commission (ARC) of India (1966-70), the State Secretariat acts "

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as a memory and a clearing house preparatory to certain types of decisions and as a general supervisor of executive action." 2.7

Summary ? This section focuses on the functions of the state secretariat ? ARC recommendations and the personnel and administrative reforms in West Bengal have been explained 2.8 Glossary ? Administrative Reforms Commission: the committee appointed by the government of India for giving recommendations for reviewing the public administrative system in India 2.9 Model

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Questions ? Discuss the functions of the State Secretariat. ? Write a note on the recommendations of

ARC on State Secretariat. ? Write an essay on Personnel and Administrative reforms in West Bengal ? Attempt a critique of State Secretariat ? What are the general suggestions prescribed by the Rajasthan Administrative Reforms Committee in 1963? Discuss ? Why is the Secratariat called the "Nerve centre" of a state Administration? Discuss ? How does the State Secretariat act as a think tank of the state government? ? Indicate the role of the State Secretariat as the apex organization of State administration. ? What are the policy suggestions proposed by the committee led by Harish Chandra Mathur in regard to financial matters?
82 ? NSOU ? CC-PA-04 2.10 References ? Indian Administration - S. R. Maheshwari (2022) Laxmi Publications Pvt. Ltd. ? Indian Administration – Hoshiar Singh, Pankaj Singh (2011) Pearson ? Public Administration in India – Siuli Sarkar (2018) PHI Learning ? http://wbcmo.gov.in/cmo.aspx ? http://wbpar.gov.in/writereaddata /Common%20Cadre%20Rules1984_b.pdf ? https://wblc.gov.in/organisational-structure ? Report of the Administrative Reforms Committee, Jaipur, Government of Rajasthan, 1963, pp. ? Public Administration in India – Siuli Sarkar ? Report of the First Administrative Reforms Commission (ARC) of India (1966- 70), Chapter III
NSOU ? CC-PA-04 ? 83 Unit III Relations between the Secretariat and the Directorate Structure 3.0 Objectives 3.1 Introduction 3.2 Structure of the Directorate 3.3 Functions of the Directorate 3.4 Relations between the Secretariat and the Directorate 3.5 Distinction between the Secretariat and the Directorate 3.6 Conclusion 3.7 Summary 3.8 Glossary 3.9 Model Questions 3.10 References 3.0 Objectives
In this unit we will ? Understand the meaning of the Directorate ? Explain the Structure and function of the Directorate ? Discuss the relations between the Secretariat and the Directorate ? Differentiate the Directorate from the Secretariat 3.1 Introduction Directorate or Executive Department is one of the most important parts of state administration. It is the executive arm of a state government. A Secretariat is concerned with the policy-making while a Directorate is concerned with policy execution. According to

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Simon commission, the executive department "is an administrative unit, separate from 84 ?

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the Secretariat, which reaches its apex, usually, in a single officer like the Inspector- General of Police or the Chief Conservator of Forests, outside the Secretariat altogether. Such a head of department will usually be concerned principally with a single secretary to Government and a single.....Minister, for his orders and the funds which he has to spend."

The Directorate works under the supervision of Secretariat. So, the Directorates are different from the department of

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Secretariat. Excepting few cases, each secretariat department has a corresponding executive department

or Directorate. The secretariat departments of finance and law do not have executive departments. 3.2 Structure of Directorate The structure of Directorates depends upon the number of important subjects administered by the state. The heads of the departments are generally called Directors. For their assistance there are Additional Directors, Joint Directors, Deputy Directors and Assistant Directors. For smooth working of the departments they have been divided into headquarters, divisions and districts. Here one point should be kept in mind that

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the head of a Directorate may also be known as Commissioner, Director-General, Inspector-General, Registrar, Chief Engineer, Controller, and so on.

The name of the Directorates and their Heads are mentioned in the following table. Directorates and their Heads: Sl. Directorates or Executive Designation of the Heads No. Departments 1. Agriculture Department Director of Agriculture. 2. Accounts of Treasuries Directorate Director of Accounts and Treasuries 3. Animal Husbandry Department Director of Animal Husbandry 4. Cooperative Department Registrar of Cooperative Societies 5. Education Department Director of Education 6. Employment Directorate Director of Employment 7. Excise Department Commissioner of Excise. 8. Forest Department Chief Conservator of Forests 9. Housing Department Commissioner of Housing.
NSOU ? CC-PA-04 ? 85 10. Jail Department Inspector-General of Prisons 11. Police Department Inspector-General of Police. 12. Sales Tax Department Commissioner of Sales Tax. 13. Labour Department Commissioner of Labour 14. Industries Director of Industries 15. Judicial Department Advocate General, Registrar of High Court. 16. Irrigation Department Chief Engineer (Irrigation). 17. Printing and Stationery Department Controller of Printing and Stationery. 18. Fisheries Department Director of Fisheries. 19. Information and Publicity Director of Information and Publicity. 20. Land Record Office Director of Land Records 3.3 Functions of the Directorate The Directorate is an executive arm. As an executive arm of a state government the Directorate performs the following functions: a. To formulate the departmental budget. b. To act as a technical advisor to the Ministry. c.

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To inspect the execution of work of departmental district staff. d. To allocate grants as per rules, making budget re-appropriation within prescribed limits. e. To

organise in-service training programme for the department's officers to improve their quality. f. To carry out the research and experiment programme to improve the Department's techniques of work. g. Making within approved rules all appointments, confirmations, postings, transfers, promotions of all subordinate officers including sanctioning of leave and making officiating arrangements. h. To exercise disciplinary power over all subordinate officers according to rules.

86 ? NSOU ? CC-PA-04 i. To advise Public Service Commission concerning promotions and disciplinary actions. j. To sanction the attendance of officers at conferences, other than inter-state or Government of India conferences. 3.4 Relations between the Secretariat and the Directorate Every state government has three main components to run the state administration smoothly. The three components are – the Minister, the Secretary and the Executive or Directorate. The Minister and the Secretary both constitute the Secretariat. In the secretariat the Ministers are the political heads and the Secretaries are the administrative heads. On the other hand, the Directorate is the executive head. The main function of the Secretariat is to make policies while the Directorate translates into action those policies. The Directorates have to perform their functions under the State Secretariat. So, we can say that the Secretariat and the Directorate are not the same component of the state administration. The Directorate or

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the executive department is an administrative unit, separate from the Secretariat.

The Director

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is a specialist and the Secretary is the generalist civil servant, normally a member of the

Indian Civil Service. The Directorates are the executive instrument of the Ministers and the Secretariat is the administrative advisers and assistants. In the interest of good administration the both departments should work in the closest touch with each other. Their ideal relationship should be maintained during all times. But, in times of emergency and crisis, the relationship is naturally disturbed and with the centralization of authority the secretariat tends to become powerful. As a result, like the Centre the relationship between the Secretary and the Head of the Department has been a matter of debate and even controversy. The relationship

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should be based on the following general principles: i. Policy making should be main duty of the Secretariat and implementation of the

policy should be done by the Directorate. ii. The secretariat should not interfere in the work of the Directorate unnecessarily. iii. The Directorate also should accomplish its responsibility according to the rules. iv. The Directorate should be given adequate powers and discretion to act effectively.
NSOU ? CC-PA-04 ? 87 3.5 Distinction between the Secretariat and the Directorate

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The Secretariat Department must be distinguished from the executive department. The Secretariat has the function of aiding, assisting and advising the political executive in arriving at policy choices. The heads of executive departments -who are known as director (although other nomenclature

are

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also used to refer to them) -have the responsibility of implementing policies formulated by the political executive. Therefore, the secretaries assist in policy formulation whereas the directors' role lies in executing policy. Long ago, the Simon Commission had observed, that executive department 'is an administrative unit separate from the Secretariat, which reaches its apex, usually, in a single officer like the Inspector General of Police, or the Chief Conservator of Forests, outside the Secretariat altogether. Such a head of a department will usually be concerned principally with a single secretary to Government and a single . .. minister of his orders and the funds which he has to spend.' Each secretariat department is in charge of a number of executive departments. This number varies over a wide range with some departments taking charge of a much larger number of executive heads than others. There is an average of 6 to 7 executive departments in relation to one secretariat department. However, it must be carefully noted that not all secretariat departments have executive departments attached to them. Some of the secretariat departments are engaged in advisory and controlling functions and therefore do not have executive departments reporting to them. Examples are Departments of Law, Finance, etc. The Secretariat and executive departments organisationally express the policy formulation and policy execution processes involved in the functioning of the government; the two may be looked upon as extensions of the personality of the Council of Ministers. The former is a policy-making organ, the latter a policy executing organ. The secretariat department is normally headed by a generalist civil servant (drawn from the IAS), the executive department by a specialist. The specialist (the head of the executive department) functions under the supervision of the generalist (the secretary or the head of the secretariat department). This can be illustrated with some examples, Director of Agriculture, who is a specialist, in that he is trained in and holds a formal degree in agricultural sciences, would function under the supervision of the Secretary, Agriculture (a generalist, an IAS). The latter represents agriculture department at the secretariat level, whereas the Director of Agriculture represents agriculture department at the executive level. The director is the executive head of the agriculture department - the Directorate of Agriculture. Likewise, the home department in the Secretariat has the Director-General of 88 ? NSOU ? CC-PA-04 Police as its executive head of the department. Similar correlation exists between education secretary and education director, industries secretary and industries director, social welfare secretary and social welfare director, and so on. We have emphasised the distinctness of the roles of the Secretariat and the Directorate by saying that, while the former is concerned with policy formulation, the latter is concerned with policy execution (or with administering policy or to put it yet more simply, the administration). The question which may, therefore, be asked is whether policy and administration are discrete processes. The answer is that at a conceptual level, the two are distinct; it is possible to identify, and define them as two clearly distinguishable phenomena. But at a ' practical plane, the two are inextricably interlinked, even tend to become indistinguishable and therefore, it is difficult to say where the policy ends and administration begins. Policy is concerned with political choices and involves questions of broader values, whereas administration is concerned with implementing programmes emanating from particular policy decisions. Administration, therefore, involves such details of execution as framing organisational structures, staffing of organisations, coordinating activities, directing, controlling, motivating the personnel and so on. That the two are dichotomous is the traditional view, which owes its origin to Woodrow Wilson's essay of 1887, 'The Study of Administration'. Politics, he said, is the proper activity of Legislature and other policy-making groups (e.g., political parties, cabinet, etc.). Administration is the sphere of administrators who carry out the policies stated in the laws. The context of the dichotomy was the civil service reform movement of the 1880s in the United States, which aimed to eliminate political interference in civil service. It was argued that civil service recruitment should, in the interest of administrative efficiency, be based on considerations of merit and fitness rather than partisan politics. In other words, politics should be kept out of administration. Max Weber further justified separation of policy from administration by arguing that the attributes of politicians are exactly the opposite of those of the civil servants. The essence of politics is to take a stand, to take personal responsibility for the policies decided on, and to admit the transitory nature of the political role. The essence of administration is to execute conscientiously the order of the political authority, even if it appears wrong to the administrator. The administrator is politically neutral. He simply does what he is asked to do and assumes no personal responsibility. However, the complexities of governmental operations have increasingly required administrators to become involved in policy making or political decisions. As a result of

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this, it is in practice found to be difficult

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to draw a clear boundary separating policy and administration, or to say where policy ends and administration begins. Sources of Administrative Expertise. There are several sources from which the modem day administrators have obtained a kind of 'expertise', which the politicians need to use when formulating policies as: (i) The administrators stay in office longer, (they are career civil servants) than the politicians, who come and go with elections, the former have opportunities of giving sustained attention to problems. From this, they gain an invaluable kind of practical knowledge that comes from the experience of handling these very problems day in and day out. This knowledge is conserved in records and transmitted to new generations of civil servants through training programmes. This monopoly of experience and practical knowledge coupled with continuity in office gives them a decisive edge over politicians in framing policies. (ii) The administrators are in possession of facts, figures, information and intelligence regarding the specific areas in which policies are to be framed. Politicians would need these data and statistics in formulating policies. (iii) Administrative expertise also comes pre-eminently from the fact that the governments of today employ a large variety of professionals (doctors, engineers, scientists, economists, etc.). They possess technical knowledge, which forms a vital, input in policy making. (iv) The advent of merit system has also helped to build up administrative expertise by attracting better talent in civil service and loosening the grip of politicians on civil service. Administrators' Role in Policy Making The increase in civil service expertise, together with the growth in the functions of government and growing complexity of administration, has resulted in an increasing dependence of politicians on administrators in the task of policy making. This is reflected in the following: i) Policy making exercise is done on the basis of facts, figures, information and data, which are supplied by the bureaucracy. In other words, politicians, in order to enhance the credibility of the policies, depend on the administrators' data support to their policies. ii) Civil servants based on their long administrative experience, tender advice to the lay politicians on the administrative, technical and financial feasibility of the various policy options under consideration. iii) Civil servants prepare the draft legislations (bills), which after ministerial approval, are placed before the legislature for its consideration. In other words, 90 ?

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administrators initiate the process of public policy formulation, which in its final form assumes the shape of an Act passed by the Legislature.

iv)

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Administrators formulate policy through the exercise of administrative discretion. When an administrator is required to choose between alternative courses of action within a policy frame, he is said to exercise discretion. In this sense, administrators are described as supplementaty lawmakers. The actual content of policy becomes entirely a matter for bureaucratic determination. Here administrators actually decide how the power of the State shall be used in specific cases. In modern times, there has come about a tremendous increase in administrative discretion by virtue of an incessant increase in the volume of legislation to be enacted. Legislature is under the circumstances, compelled to confine itself to indicating broad framework of law, leaving details to be filled up by the administrative agencies. The growing variety and complexity of laws to be enacted has further circumscribed the Legislature's competence. The legislators do not have the technical know-how and training to venture into the details of particular legislations. This further necessitates exercise of administrative discretion. And, at any rate, if the Legislature delves into the details of each law, this would be at the cost of other important duties and functions of the legislators and therefore an undesirable thing to happen. This, coupled with the assurance that it has the necessary means available to hold administration accountable to itself has, in fact, encouraged the Legislature in its attitude of not delving too deeply into the details of the enactments it formulates. And, it is not possible to work out the details of the enactments for another reason too. Ultimately, the policy is to be executed in the field where an administrator must necessarily face a bewildering variety of situations as he sets himself to the task of policy execution. For the law making agency, it is clearly not possible to visualise, at the point of legislation, the different variety of situations that may arise in the field. For this reason, once again, the policy makers must do no more than provide only broad guidelines in the legislations they frame. 3.6

Conclusion Directorate or Executive Department is one of the most important parts of a state administration. It is an executive arm of the state government. It is separate from the Secretariat. The main function of the Secretariat is to make policy and on the other hand, a Directorate is concerned with policy execution. A Secretariat is a line agency while a Directorate is a staff agency. The Directorate

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is a specialist and the Secretary is the NSOU ? CC-PA-04 ? 91 generalist civil servant, normally a member of the

Indian Administrative Service. The structure of Directorates depends upon the number of important subjects administered by the state. The heads of the departments are generally called Directors. For their assistance there are Additional Directors, Joint Directors, Deputy Directors and Assistant Directors. Directorates are the executive instrument of the Ministers and the Secretariat is the administrative advisers and assistants. It is said that the Directorates are the 'Hands' of the Ministers and the Secretaries are Ministers' "ears and eyes". But, like the Centre the relationship between the Secretary and the Head of the Department has been a matter of debate and even controversy. In the interest of good administration the both departments should work in the closest touch with each other. 3.7 Summary ? In this unit the structure and functions of the directorate have been explained. ? The relationship and the differences between the secretariat and the directorate have been discussed. 3.8 Glossary ? Directorate: a section of a government department in charge of a particular activity. ? Line and staff: The Line's purpose is to work directly towards organisational goal whereas Staff advises and assists the Line. 3.9 Model Questions ? What do you mean by 'Directorate'? Explain the functions of the Directorate. ? Evaluate the relationship between the Secretariat and the Directorate. ? Write a short note on the Structure of Directorate. ? What are differences between the Secretariat and the Directorate? ? Indicate the name of the Directorate and their heads. ? Discuss the role of the administrator in policy making. ? What are the three main components of state administration? Explain.
92 ? NSOU ? CC-PA-04 ? Examine the sources of administrative expertise. ? Why is the Directorate considered as one of the most important parts of state administration? 3.10
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NSOU ? CC-PA-04 ? 93 Unit IV Chief Secretary: Role and Position Structure 4.0 Objectives 4.1 Introduction 4.2

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Functions of the Chief Secretary 4.3 Position of the Chief Secretary 4.4 The Role of the Chief Secretary

of a State 4.5 Conclusion 4.6 Summary 4.7 Glossary/ 4.8 Model Questions 4.9 References 4.0 Objectives In this unit we will – ? Understand

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the functions of the Chief Secretary ? Discuss the position of the Chief Secretary in the entire state administration 4.1 Introduction The State Secretariat is the top layer of every State administration and

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the Chief Secretary is the executive head of the State Secretariat. He

always keeps the charge of general administration department, which forms part of the portfolio of the Chief Minister. The Chief Minister selects

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the Chief Secretary from the senior IAS officers of the state cadre. But the Chief Minister

keeps in his mind mainly three things before the selection of the Chief Secretary: seniority of the officer, service record and his trust on the officer. In this regard, the recommendation of the first Administrative Reforms Commission of India (1966-70) should be mentioned: "

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The Chief Secretary should ordinarily be the senior- most person, due regard being paid to merit. He should have a minimum tenure of 3 to 94 ?

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years. He should be relieved of routine and non-essential work and, where necessary, given
appropriate staff assistance to enable him to ensure quick implementation of the Cabinet decisions and effective coordination in the policies and programmes of

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the State Government." The office of the Chief Secretary is an institution unique to the states; it is without a parallel in the administrative landscape of the entire country. The Chief Secretary's office has, for instance, no parallel in the Central government. The work he performs in relation to the state government is, at the Union level, shared by three high-ranking functionaries of more or less an equal status, i.e., Cabinet Secretary, Home Secretary, and Finance Secretary, This is a vivid reflection on the wide scope of the duties and powers of the Chief Secretary. 4.2 Fuctions of the Chief Secretary

The Chief Secretary performs the following functions: (i) As the

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principal advisor to the Chief Minister: The Chief Secretary is the principal adviser to the Chief Minister on all matters of the state administration. The Chief Minister consults with him in the matters of appointments to the senior posts of secretaries, special secretaries, deputy secretaries and heads of

the departments. (ii) As secretary to the cabinet: The Chief Secretary is not only

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the chief advisor to the Chief Minister but also he acts as the Secretary to the State Cabinet. He is the administrative head of the

State Cabinet Secretariat. As an

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administrative head of the State Cabinet Secretariat he attends meetings of the cabinet and its committees. He prepares the agenda of the meetings and keeps record of

the minutes and the decisions of the cabinet meetings. He also takes an important role to implement the decisions taken in the meetings. (iii) As

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the head of the civil service: He is head of the civil servants in the state and their mentor.

He deals with all matters regarding appointment, transfer and promotion of the senior civil servants. Thus, the entire staff of all the departments is under his control. As Philip Woodruff says: "The Chief Secretary was the channel through whom the orders of the governments were conveyed to their officers. He was traditionally the source of postings and transfers; to most district officers he was in fact the government." (iv) As the

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Chief coordinator: The Chief Secretary is the chief coordinator of the state administration. Being at the

apex of the State
Secretariat, he is the chairman
NSOU ? CC-PA-04 ? 95 of a number of high level committees and is a member of many others. Thus, he coordinates the activities of the entire secretariat. (v) As channel of communication: He is the principal channel of communications between his own State Government, on the one hand and on the other hand the Union Government and other State Governments. He communicates to the Central government and other state governments on behalf of his State Government (vi) As the
Secretary of the Zonal Council: There are a number of zonal councils in the country.

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The Chief Secretary is the Secretary, by rotation, of the Zonal Council of which his state is a member. (

vii)

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As the head of certain Departments: The Chief Secretary acts as administrative head of some

important secretariat Departments. Such as - General Administration Department, Personnel Department, Planning Department, Administrative Reforms Department. (viii) As Crisis Administrator: In times of emergency or crisis, the Chief Secretary takes an important role. He constitutes the nervous centre of the State. He leads and guides the officers and agencies engaged in relief operations. (ix) Residuary Functions: The Chief Secretary also performs the following functions: a.

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He exercises general supervision and control over the entire secretariat. b. He

acts as spokesperson of the state administration. c.

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He also acts as the chief public relations officer of the state government.

d. He has to look after all the undistributed matters which are not given to the other secretaries. e.

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He exercises administrative control over the secretariat building including allocation of rooms in

it. f. He is the conscience-keeper of the entire state civil servants.

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In considering the position of the Chief Secretary, another fact needs to be taken note of. The incumbent of this office is not necessarily the seniormost civil servant of the state. This was at any rate the situation till 1973 when, for instance, in U.P., the Chief Secretary was junior in rank and seniority to the members of the Board of Revenue. Same was the case in Punjab, where he was junior to the Financial Commissioner. Since 1973, however, the office of the Chief Secretary has been standardised; its incumbent 96 ? NSOU ? CC-PA-04 since then has begun to hold the rank of the Secretary to Government of India and receives emoluments admissible to the latter. How does the imposition of the Presidents' rule on a state affect the Chief Secretary's Office? Where the Centre does not appoint advisers during the President's rule, the Chief Secretary becomes clothed with the powers belonging to the Chief Minister. When, however, central advisers are appointed, it tends to inhibit the Chief Secretary in his administrative capacity because the former are drawn from the ranks of senior civil servants (senior to the state's Chief Secretary) as a result of which a hierarchical relationship becomes operative.

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In conclusion, it may be noted that a host of personnel matters and many other minute and unimportant administrative details consume a sizeable chunk of the Chief Secretary's time. TheAdministrative Reforms Commission is constrained to agree with the following observations of the Maharashtra Reorganisation Commission (1962- 68) on the manner in which the Chief Secretary has become burdened with trivial details: ". .. it seems unfortunate that the highest official in the state has to sign gazette notifications of appointments, promotions, transfers leave; etc., that he has to spend time on minutiae of protocol, passports, etc." To rectify this situation, the ARC has recommended that this functionary be relieved of the work of routine nature as well as be provided with appropriate staff assistance. That alone will ensure speedy implementation of decisions and effective coordination of policies and programmes of the state government.
4.3

Position
of
the Chief Secretary
The Chief Secretary

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is the head of the entire State Secretariat, whose political head is the Chief Minister himself.

He

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is the chief advisor to the Chief Minister and also acts as the Secretary to the State Cabinet. He is the kingpin of the

State
Secretariat. He

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is more than primus inter pares (first among equals). He is, in fact,

the Chief of the Secretaries
and leads, guides, and controls over all the Secretariat departments. He is generally the senior-most

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civil servant of a state. He is head of the civil servants in the state, their mentor and conscience- keeper. In

accordance with

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the Andhra Pradesh Administrative Reforms Committee (1964- 65), "he is the chief of the civil services and all governmental servants look to him to deal with all and every problems concerning their conditions of service and work."

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The office of the Chief Secretary is considered so important that it has been excluded from the operation of the tenure system. In practice, generally the Chief Secretary either retires as the Chief Secretary or moves to the Central Government to take up a

more important position.
NSOU ? CC-PA-04 ? 97 According to Mangat Rai, "The Chief Secretary's job is not a

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technician's or even a professional's, he is not a knowledgeable engineer, nor even a first class magistrate, he is part of the process of government and in a democratic republic, part of the human process." The Chief Secretary

takes an important role regarding appointment, transfer and promotion of the senior civil servants. The Maharashtra Reorganisation Commission (1962- 68) recommended that the Chief Secretary should "be concerned only with matters relating to transfers, appointments and promotions of Heads of Departments and senior gazetted officers".

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The Rajasthan Administrative Reforms Committee (1963) has also recognised the importance of the office

of the Chief Secretary. According to this Committee, "

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By virtue of his unique position as head of the official machinery and adviser to the Council of Ministers, the Chief Secretary has an extremely important role to play in the State administration.

Apart from attending to the work of the departments which are directly under him, he should be in a position to effectively co-ordinate the work of different secretariat departments and

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ensure that there is a certain degree of uniformity in the policies adopted by State Government with respect to different departments." 4.4

The Role of the Chief Secretary Though the Chief Secretary is at the apex of the administrative hierarchy of a state, the Indian Constitution does not list his powers and functions. His functions are defined in the Rules of Business, which each state government frames for itself. These are amended from time to time. Some of the functions, however, have also evolved through custom and conventions. Role in Policy Formulation: The Chief Secretary of a state

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acts as the ex-officio Secretary to the Council of Ministers and, in that capacity, he is known as the Secretary to the Cabinet.

His role in this capacity may be studied under the following heads: Head of the Cabinet Secretariat Department: The Cabinet Secretariat Department works under the overall control of the Chief Secretary with the Chief Minister acting as the political head.

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The functions of the Cabinet Secretariat are also prescribed by the Rules of Business of each state. But, in broad terms, its functions are: providing secretarial assistance

to the cabinet, ensuring the implementation of decisions, acting as the policy coordination centre, serving as a data bank of information, organizing conferences etc. Each state government specifies certain matters, which have to be sent to the Chief Secretary for his endorsement or approval. For instance, the standing orders of the Cabinet Secretariat Department of Rajasthan provide that the following matters be sent to the Chief Secretary for his approval: (a) All papers relating to cabinet meetings. (b) Matters which affect centre-state and intra-state relations and the conduct of Zonal Council oil meetings. (c) Establishment matters, relating to Governor, C.M., ministers etc. (d) Matters relating to senior officers, conferences and regional meetings. (e) Parliamentary and Assembly questions relating to the Chief Minister /ministers. (f) Functions relating to census. (g) Approval of incentives to civil servants. (h) Medical aid to be given outside the state. Work Pertaining to Cabinet Meetings: The Chief Secretary decides whether the memo submitted by a particular department regarding the case to be discussed is adequately furnished with required facts and data. He is also responsible for the preparation of the agenda papers. In his capacity as the ex-officio Secretary to the Council, he attends all the cabinet meetings and also of the sub-committees of the cabinet. He arranges for the recording of the decisions taken in the cabinet meetings and forwards a copy to the Governor, the C.M. and the council of ministers. Participation in the Policy Formulation Process: The Chief Secretary, while attending the meetings of the cabinet, may be asked to express his view on important matters. He acts as the main source of information and advice to the C.M. and other ministers. As the Secretary to the Council, he attends all the meetings of the cabinet.
NSOU ? CC-PA-04 ? 99 His presence in the cabinet meetings becomes crucial because the ministers present are elected by the masses and, they are prone to be easily swayed by the winds of public opinion and, sometimes, only to please their constituency, they pressurize the C.M. to take decisions that might not be proper in the long run. Here, the Chief Secretary, with his long administrative experience, "may be in a position to strike a balance between the policy preferences of the politicians and their implementation ramifications." Role in the Follow-up of the Implementation of Cabinet Decisions: When a decision is arrived at by the cabinet, it is the task of the secretary of the concerned department to implement that particular decision. Here, the Chief Secretary plays an effective supervisory role, as the most important cases of the various departments are sent to the Chief Secretary for final decision or for onward transmission to the C.M. or the concerned ministers. All-important cases involving adoption of new schemes have to be approved by the Chief Secretary. He is also empowered to ask for any paper relating to any case of

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any department and such a request has to be complied with by the secretary of the department concerned.

In the Central Government, although the Prime Minister has a few ministries and departments under him, the convention regarding the Cabinet Secretary has been otherwise. The Cabinet Secretary is not the administrative head of any specific executive departments except, of course, the Cabinet Secretariat. On the other hand, at the state level, the Chief Secretary is generally the administrative head of a few departments, the most important among them being General Administration, Personnel, Administrative Reforms and Planning. There is no uniformity among the various states in regard to the administrative departments directly under the charge of the Chief Secretary. However, as a rule, only those departments, which have a crucial role in the coordination and supervision of state administrative departments/agencies, are given this status when a department works directly under the Chief Secretary, its overall influence increases substantially. Concomitantly, with a view to enhancing the status and influence of a department, it is brought under the charge of the Chief Secretary. Traditionally, the Planning Department is placed under the Chief Secretary. In Rajasthan, for about four decades, the Chief Secretary functioned-.as the Planning Secretary and it

100 ? NSOU ? CC-PA-04 was only in 1992 that a separate post of Planning Secretary was created in the state. Even after the introduction of this change the overall responsibility of the Chief Secretary in matters of planning remains. He represents the state at the national level consultations concerning the annual and the five-year plans. Besides, he continues to be the chairman of the Planning and Development Coordination Committees, which are instrumental in effecting interdepartmental/agency coordination for undertaking associated developmental activities. In several states, the Chief Secretary continues to be the Planning Secretary and, in that capacity, he has to supervise the formulation and monitor the implementation of the plans and effect close collaboration of the Planning Department with the Finance Department and other executive agencies. Another department that is generally placed under the charge of a state Chief Secretary is the Department of Personnel. It may be recalled that the Administrative Reforms Commission of India had recommended that the Department of Personnel of each state should be put under the charge of the Chief Secretary. Accordingly, in a number of states, the Chief Secretary functions today as the Personnel Secretary. In that capacity, his role involves the following functions: (a) He is responsible for personnel matters of the state cadre officers of the IAS, the highest state service, and any other service described in the Rules of Business of the state. He deals with all matters relating to vacancies, appointments, transfers, placements, seniority, promotions and retirement of personnel of the higher civil services. He also plays a crucial role in the promotion of state service officers to the IAS. All matters pertaining to determination of seniority of the above-mentioned officers are sent to him for consideration. (b) His approval is sought for amendments in service rules. (c) He is also generally consulted by the Chief Minister while making appointments

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to the posts of chairman and members of the State Public Service Commission. (

d) As personnel Secretary, the Chief Secretary has to ensure that conduct rules are followed strictly by the state civil servants. Hence, cases regarding disciplinary
NSOU ? CC-PA-04 ? 101 action against all the service mentioned under his charge are brought up before him. The decisions of the Chief Secretary on disciplinary proceedings against all-India service officers, heads of departments and other state civil service officers are generally endorsed by the Chief Minister. (e) He also writes the Annual Confidential Reports (ACRs) or performance appraisal reports (APRs) of the officers of all-India services posted in his state. (f) Some states have the office of the Lok Ayukta to examine complaints made by citizens against defaulting officers. The C.M. may consult the Chief Secretary while appointing the Lok Ayukta. The annual reports of the Lok Ayukta are routed through the Chief Secretary, before being sent through proper channel to the legislative assembly of the state. (g) He can intervene in matters involving staff welfare and service conditions of state government officials. (h) He is the overall in charge of training and career management of the Civil servants of the state. In Rajasthan, he also works as the chairman of the State Advisory Committee on Training and the Training Coordination Committee. In certain states, a separate post of Personnel Secretary has been created. However, by virtue of

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being the head of the civil service, the Chief Secretary

continues to be directly involved in the regulation of personnel administrative matters. A number of important cases relating to personnel matters are routed through the Chief Secretary before being sent to the Chief Minister, who generally happens to be the Minister for Personnel in the state government. Another department, which in some states is directly under the Chief Secretary, is the Administrative Reforms Department that deals with the reorganization of the administrative machinery and revamping of procedures in government. Even when a separate secretary is in charge of this subject, the role of the Chief Secretary in matters of guiding, directing and monitoring administrative reforms remains crucial. It may be mentioned that in

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most of the states in India, the Chief Secretary functions as the Secretary, General Administration. This department

is responsible for taking care of the

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general administrative matters of different state government departments and provides miscellaneous facilities to the departments and officers. 102 ?

NSOU ? CC-PA-04 This can be done effectively under the leadership of the senior most civil servants, whose judgment and controlling authority are trusted and accepted. The role of the Chief Secretary regarding general administration involves a number of tasks. (a) During visits of dignitaries to the state, he looks after all the necessary arrangements. (b) He chairs an expert body, which decides matters of awarding honours and distinctions. (c) He deals with matters relating to inter-state disputes. (d) The Chief Secretary can initiate changes in Rules of Business but, the final decision in this respect rests with the cabinet (e) Cases concerning grants-in-aid to NGOs engaged in social and cultural development are routed through him to the C.M. (f)
All

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matters of housing accommodation and government buildings and circuit house fall under his jurisdiction. These responsibilities of the Chief Secretary affect all the departments and, therefore,

the role of the Chief Secretary as head of the General Administration Department remains of substantial significance. The last but, by far the most important, function of the Chief Secretary is to coordinate the activities of the entire state government machinery. 4.5 Conclusion Every State has a Chief Secretary who is the executive

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head of the entire State Secretariat, whose political head is the Chief Minister himself. The Chief

Minister selects

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the Chief Secretary from the senior IAS officers of the state cadre. The Chief Secretary takes

a crucial role in the state administration. He

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is the chief advisor to the Chief Minister and also acts as the Secretary to the State Cabinet. He is the king pin of the

State Secretariat. He leads, guides, and controls over all the Secretariat departments. He is generally the senior-most civil servant of a state.

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He is head of the civil servants in the state, their mentor and conscience- keeper.

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He is the principal communicator between his Government and Central Government and other state Governments. He also plays an NSOU ? CC-PA-04 ? 103 important role in the administration of law and order and planning.

As a Crisis Administrator the Chief Secretary plays a very significant role. At the end we can say that
the position of the Chief Secretary depends on his personality, capability, efficiency, political sagacity
and relation with the Chief Minister. 4.6 Summary ? This unit focuses on the role and functions of the Chief Secretary ? The uniqueness of the position of the Chief Secretary in state administration has been discussed 4.7 Glossary ? Crisis: A time of intense difficulty ? Uniqueness: The quality of being the only one of its kind 4.8 Model Questions ? Explain the functions of the Chief Secretary. ? Evaluate the position of the Chief Secretary in state administration. ? Write a note on Chief Secretary. ? Why is the position of Chief Secretary unique? Explain. ? What are the residuary functions performed by the Chief Secretary? Discuss. ? Examine the significance of the position of the Chief Secretary's office. ? Why is the Chief Secretary considered the principal channel of communication? ? Explain the 'crisis-administrator' role of the Chief Secretary. ?

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How does the imposition of the President's rule on a state affect the Chief Secretary's office? 104 ?

NSOU ? CC-PA-04 4.9 References ? Indian Administration - S. R. Maheshwari (2022) Laxmi Publications Pvt. Ltd. ? Indian Administration – Hoshiar Singh, Pankaj Singh (2011) Pearson ? Public Administration in India – Siuli Sarkar (2018) PHI Learning ? Report of the First Administrative Reforms Commission (ARC) of India (1966- 70), Chapter III ? S. Srivastava, Role and Functions of Chief Secretary of a State (2005).
NSOU ? CC-PA-04 ? 105 Unit V C.M.'s Secretariat Structure 5.0 Objectives 5.1 Introduction 5.2 Composition of the Chief Minister's Secretariat 5.3 Functions of the Chief Minister's Secretariat 5.4 Evaluation of the Role of C.M.'s Secretariat 5.5 Emerging patterns of relationship between the secretariat and non- secretariat organizations 5.5.1

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The Status-quo Approach 5.5.2 The Bridging The Gulf Approach 5.5.3 The De-amalgamation Approach 5.6 Conclusion 5.7 Summary 5.8 Glossary 5.9

Model Questions 5.10 References 5.0 Objectives In this unit we will ? Describe the composition of the Chief Minister's office of a state in India. ? Explain the
role of the Chief Minister's office under the parliamentary form of government. 5.1 Introduction
The
Chief Minister is the real executive of the state under the Parliamentary system of government. As a real executive authority, the Chief Minister plays a very significant
106 ? NSOU ? CC-PA-04 and crucial role in administrative and legislative system of the state. To fulfil these activities the Chief Minister has some helping hands -
Chief Minister's Office (CMO) is one of them. Chief
Minister's Office (CMO) is a staff agency which provides institutional support to the Chief Minister in his official and policy making functions. It is an extra-constitutional body. It

does not have any constitutional base. But this office holds prime position in every state's political set up in India. As Chief Minister occupies a pivotal position in state's political system and this office is attached to Chief Minister, it automatically increases in its power and stature.
It is an official link between the Chief Minister and his Ministers,
Governor and other departments of state administration. 5.2 Composition of the Chief Minister's Secretariat The structure of Chief Minister's Office (CMO) is not same for all states in India. The structure of the CMO differs from state to state. Whatever be the structure of the CMO,
politically Chief Minister is the head of the CMO and administratively the Chief Secretary. Additionally it consists of some Additional Chief Secretaries, Additional Secretaries, Principal Secretaries, some Joint Secretaries, Under Secretaries, Private Secretaries
and so on. The personnel are generally drawn from the Civil Service. 5.3
Functions of the Chief Minister's Secretariat The CMO is the most important part of every State administration in India. It plays a
crucial role and performs different functions, such as – i. The CMO assists the Chief Minister in respect of his all responsibility as the head of the State government.
ii.
Dealing with the public relations of the Chief Minister is one of the
most
important functions of the Chief Minister's Office (CMO). Such as – the press, public etc. iii. It plays an important role in the process of decision-making at the top level of the State Government. iv. The CMO deals with all references that have, under the Rules of Business, come to the Chief Minister.
NSOU ? CC-PA-04 ? 107 v. The CMO also helps
the Chief Minister in the examination of cases submitted to him for orders under prescribed rules.
vi. It maintains the connection with the
Governor, other Ministers and different departments in state administration, different state governments and Central Government. vii.
It also prepares answers of different questions raised in the State Legislature on general subjects. viii. The CMO acts as the 'think-tank' of the Chief Minister. ix. The CMO works as the main advisor on all important domestic
matters.
After discussing the above mentioned powers and functions of the CMO, we can say that the CMO takes a very crucial role and has grown into a high profile body of a State Government. But, the role of the CMO is not static. It varies from Chief Minister to Chief Minister and State to State. 5.4 Evaluation of the Role of C.M.'

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s Secretariat In the face of the growing responsibilities of the C.M., there is need for providing him with intensive and intelligent administrative assistance. Such assistance is provided by the Chief Minister's Secretariat, which is accountable only to him. This organization ensures that the C.M.'s directives are implemented by various state and district agencies. In Rajasthan, the C.M.'s Secretariat was set up in 1951. It is headed by a secretary belonging to the selection/super-time scale of the I.A.S., who is assisted by deputy secretaries, OSDs, deputy directors, assistant secretaries, accounts officers, Statistical assistants and the Superintendent of Police (Vigilance). The C.M.'s Secretariat looks after the functions relating to the tours and correspondence of the C.M., redressal of public grievances, management of the C.M.'s benevolent funds, implementation of the C.M.'s assurances and monitoring. The Secretary to the C.M., while providing administrative assistance to the C.M., keeps confidential documents and correspondence, accompanies the C.M. on important tours, takes follow-up action on cabinet decisions, apprises the

C.M.

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of major developments and issues, helps him in the conduct of assembly work and supervises the staff of the C.M.'s Secretariat. Moreover, he writes informal notes on all important files going to the Chief Minister to facilitate his making decisions. 108 ? NSOU ? CC-PA-04 The post of the Secretary to the Chief Minister (in some states, he is called Principal Secretary to the Chief Minister), has acquired enormous status and influence in recent times. The rationale behind this phenomenon is the assumption that the Secretary to the Chief Minister is the alter ego of his boss, i.e. the Chief Minister. There have been occasions when the influence of a Secretary to the Chief Minister has been disproportionately more than that would be commanded by virtue of his seniority and status in the regular IAS hierarchy. In cases when even the Chief Secretary's real power is compromised and when other secretaries feel subservient to the

C.M'

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s Secretary, the situation would lead to envy, silent acrimony and even demoralization among the services. Therefore, the Secretary to the Chief Minister ought to be a person who is committed to the traditional civil service virtues of anonymity, impartiality and neutrality. And, the Chief Minister should also give the impression that he does not believe in bypassing the normal channels of authority and responsibility. 5.5

Emerging patterns of relationship between the secretariat and non-secretariat organizations

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What might be a suitable pattern of relationship between the Secretariat and non- Secretariat organisation? On the question of evolving a suitable pattern, broadly three schools of thought are discernible. Each adopts a different approach. Neither yields a conclusive answer for, as we shall see in the ensuing discussion, it is possible to list arguments for as well as against the arrangement each proposes. Based on their dominant thrust, the three schools of thought or approaches may be referred to as the Status-quo Approach, Bridging the gulfApproach, and De-amalgamationApproach. 5.5.1 The Status-quo Approach The Status-quoApproach favours the traditionalist system and holds that the Secretariat and the Directorates have well-defined roles in our administrative setup to which they should continue to stick. The approach is based on the traditional concept of staff-line dichotomy where the Secretariat performs the role of a Line Agency and the attached office that of the Staff Agency. The Status-quo Approach also accepts the traditional policy-administration dichotomy. The advocates of this approach believe that the relationship between the Secretariat and Directorates should be based on the following principles: i) Policy-making should be the responsibility of the Secretariat, and Policy implementation that of the Directorates. NSOU ? CC-PA-04 ? 109 ii) Subject to the rules governing the conditions of service, the Head of the Department should have fullest control over the personnel under him. iii) The Secretariat Department should provide common services and undertake domestic housekeeping in respect of the Directorate(s) attached to it (for instance, the allocation of office accommodation). 5.5.2 The Bridging The Gulf Approach As against the School advocating Status-quo Approach there is another, which advocates measures for bridging the gulf between the Secretariat and Non-Secretariat organisations. Its protagonists suggest various devices for bridging the gulf. These include (i) the conferment of ex-officio Secretariat status on the heads of Executive Departments; (ii) the system under which a Secretary concurrently holds the office of the head of the Executive Department; (iii) the merger or amalgamation device under which an Executive Department is placed in a corresponding Secretariat Department; and (iv) a device, which is a variant of point (iii), involving, once again, merger or amalgamation, but under this device, the Secretariat Department is placed with the corresponding Head of the Department, rather than the other way around. Amalgamation of Directorate with Secretariat Terms like integration, merger and amalgamation have been interchangeably used to suggest an arrangement under which the distinction between the Secretariat and the Non- Secretariat Organisations is completely dissolved. Under this system, the office of the heads of the Executive Agencies is merged with the corresponding departments in the Secretariat. The advocacy of amalgamation is based on the argument that the encroachment of the Secretariat into the executive functions is in any case, an established fact of the Indian administrative landscape. This is so because the political executive in India is unable to devote adequate attention to policy functions. Instead, it preoccupies itself rather quite excessively with matters of day-to-day nature (like appointments, promotion, and transfers). As a result, the Secretariat itself becomes involved in what are patently executive matters and which, therefore, should, in fact, fall in the domain of the Directorate, as ultimately the role of the Secretariat is governed by the role perceptions of the political executive. It is thus, argued that since the role of two agencies anyhow overlap, amalgamation would be both logical as well as desirable. 110 ? NSOU ? CC-PA-04 Arguments for Continued Amalgamation Those who report favourably on the experience of amalgamation argue as follows: i) Amalgamation has obviated the need for examination of proposals independently by the Directorate and Secretariat. ii) It has cut down delays and ensured expeditious disposal of cases. iii) It has affected economy in establishment expenditure. 5.5.3 The De-amalgamation Approach Arguments for De-amalgamation The officials who recommend de-amalgamation give the following arguments: i) Although amalgamation permits much economy of time in that it does away with two parallel scrutiny of proposals, the experience has shown that, under the amalgamated setup, the quality of final proposals/schemes has declined, which frequently involves reconsideration. This, they point out, was not so when Directorate and Secretariat functioned separately. ii) Amalgamation has resulted in gradual removal of distinction between the functions of the Heads of Departments and those of the Secretariat. iii) Amalgamation has rendered objective examination of proposals and schemes at the Secretariat level difficult. The Secretaries have to write their notes on files in a guarded manner so as to avoid causing offence to the Head of Department. This extra caution often prevents a frank examination of the cases by the Secretariat officers. iv) Under the amalgamation schemes, the Head of Department remains stuck up in the Secretariat. S/he is not able to go on tours and inspections, which are her/ his main obligations. After studying the above stated approaches and recommendation of the second ARC, it can be stated that the Ministries/Departments should concentrate more on policy, planning and strategic decision-making; and implementation work should be

given to adequately empowered Executive Agencies. The Second ARC has suggested, "... there can be no water-tight separation of the policy-making and implementation functions since Ministers are ultimately accountable to Parliament for the performance of their Ministries and departments in all respects." As per the Government of India (Transaction of Business) NSOU ? CC-PA-04 ? 111 Rules, all business allocated to a Department in the Government of India has to be disposed of under the directions of the Minister in-charge. It has been observed that the Ministers can discharge their responsibilities more effectively by supervising the performance of operational agencies from time to time rather than by taking direct control of routine functions. In the states, a major part of implementation work is done by the executive agencies. They are structured as departments, statutory boards, commissions, departmental undertakings and other parastatals. The Commission has pointed out that these bodies do not function as real autonomous agencies due to the centralised controls, and inadequate delegation of authority. While the necessity of delegating increased powers to the executive agencies is getting recognised and some states have delegated more powers to these agencies, the overall approach has been one of caution and hesitancy. 5.6

Conclusion As a real head of the state the Chief Minister has to take a key role in administration and legislation of the state. In this regard, the Chief Minister's Office (CMO) takes an important role by giving secretarial assistance to the chief Minister. But the CMO
does not have any constitutional base. It is an extra-constitutional body.
Actually, the Chief Minister's Office (CMO) is a line agency. The composition of Chief Minister's Office (CMO) is not same for all states in India. The composition of the CMO varies
from state to
state. Generally,
the Chief Minister is the political head of the CMO and the Chief Secretary
is the administrative head.
Apart from the Chief Minister and the Chief Secretary, there are some Additional secretaries, Joint Secretaries and Private Secretaries in the CMO. The main purpose of this office is to provide
institutional support to the Chief Minister in his official and policy making functions.
In fact, the role of the CMO is not static. It varies from Chief Minister to Chief Minister and State to State. 5.7 Summary ? In this unit the composition and functions of the Chief Ministers' Secretariat has been explained. ? We have evaluated the role of CM's Secretariat. ? Emerging patterns of relationship between the Secretariat and the non-Secretariat have been discussed.
112 ? NSOU ? CC-PA-04 5.8 Glossary ? Evaluation: making of assessment of something ? Emerging: becoming apparent or prominent. 5.9 Model Questions ? Evaluate the role of the Chief Minister's Office (CMO) in a state of India. ? Discuss the structure and functions of the Chief Minister's Seceratriat. ? Discuss in brief the emerging patterns of relationship between the Sectretariat and non-Secretariat organizations. ? Discuss the various arguments in favour of CM's Secretariat. ? Discuss the de-amalgamation approach in regard to the relationship between Secretariat and non-Secretariat organizations. ? What is the dominant theme of the 'bridging the gulf' approach? Explain. ? Write a short note on the composition of Chief Minister's Seceratriat. ? What is the significance of the Secretariat of the Chief Minister. ? "The status quo

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approach is based on the traditional concept of Staff-Line dichotomy"

Do you agree with the statement? Justify your answer. 5.10 References http://wbcmo.gov.in/cmo.aspx https://cmo.rajasthan.gov.in/keyOfficial https://cm.odisha.gov.in/officers-cmo https://haryanacmoffice.gov.in/team-cmo https://www.tn.gov.in/contact_directory/2025

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Second Administrative Reforms Commission, 2009 https://darpg.gov.in/sites/default/files/sdadmin15.pdf).

BLOCK III FIELD ADMINISTRATION
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NSOU ? CC-PA-04 ? 115 Unit I Divisional Commissioner : Power and functions Structure 1.0 Objectives 1.1 Introduction 1.2 Divisional Commissioner: Position and Scope of the Office 1.3 Divisional Commissioner: A Controversy 1.4 Divisional Commissioner: Power and Functions 1.5 Necessity of Divisional Commisioner 1.6
Conclusion 1.7 Summary 1.8 Glossary 1.9 Model Questions 1.10 References 1.0 Objectives ? To understand the role of the Divisional Commissioner. ? To examine the power and functions of the
Divisional Commissioner. 1.1 Introduction Field administration is a decentralised State administration. The purpose of field administration is basically to bring the regulatory and service functions of the State 'nearer to the people'. There is also a demand for greater citizen participation in policy formulation and execution. For this purpose, a vast politico-administrative apparatus has been established. The State Government officers cannot transact their business from the Headquarters due to the long distance, magnitude of work, administrative cost, and time taken to communicate. Therefore, the field offices are the necessity for the efficient functioning of administration. The policies are translated into reality and programmes are
116 ? NSOU ? CC-PA-04 implemented at the field level. In India, the State level Departments and Ministries establishing a large number of field offices, delegate their power and functions to the field officers to implement the development programmes. The Divisional offices, wherever they exist, district offices, and local self-government institutions broadly constitute the component parts of the Field Administration. The offices of Field Administration are organised on the basis of historical traditions, political considerations, administrative convenience, technical requirements, development imperatives and the need for greater interaction between the administration and the community. At the field level, majority of people come into closer contact with the Government. It is also here that the people judge the quality and efficiency of the Government. The Field administration undertakes a wide range of activities associated with the life of community. Technological advances especially in the field of transport and communication have played an important role in the expansion of field administration. Most of the State Departments such as Public Works, Irrigation, Health, Education etc. are having their offices in the District, Sub- Divisions, and Blocks.

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Administrative organisation at the sub-state level in the country is not uniform. Broadly, there are two different systems. Firstly, the State is divided into a few divisions, each division consisting of a few districts. In this system, the Divisional Commissioners are the Head of the Division and act as a link between the District Administration and the State Government. In the second system, where there are no divisions, the District Administration directly deals with the State Government without any intermediary in between. The Field Administration in the country falls in between these two systems. 1.2

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Divisional Commissioner: Position and Scope of the Office The Divisional Commissioner supervises the work of the District Collectors under his charge. He is the coordinator at the divisional level of a wide range of activities such as law and order administration, development administration, rural development as well as revenue administration. Therefore, the Divisional Commissioner occupies a place of special significance in the intermediate (regional) level administrative set-up. Chequered Career of the Institution : The office of Divisional Coinmissioner in the country has had a chequered career. It has seen a succession of abolitions and revivals in various states since independence. Madhya Pradesh and (old) Mumbai states had abolished it in 1948 and 1950 respectively. However, both revived the commissionership - Madhya Pradesh in 1956 and Mumbai in 1958. Rajasthan abolished the institution in 1961. Uttar Pradesh went halfway, it reduced the number of Commissioners and enlarged their NSOU ? CC-PA-04 ? 117 geographic jurisdiction. Soon thereafter, however, it restored the status quo. Likewise, the commissionership was abolished in Maharashtra, but was subsequently revived.

The most importart regional administrator is the Divisional Commissioner. He represents state government in the regional level. He acts as the supervisor of all the state government offices and activities situated in the division. The office at the Divisional Commissioner existed in all the states but some states had abolished this office after independence. In order to put the entire country under administrative control almost every state in India had long been divided in to a number of Divisions. A group of three or four districts form a Division and a commissioned, an officer at high seniority, is in charge of the Division. This institutions came into being in 1829 by the then Governor General Lord William Bentinck. India is a federation of states and union territories. For the sake of administrative convenience some states and union territories are further divided into Divisions which are made up of groups of districts. And each Division is put under the control of a Commissioner. A Division generally covers three to five districts. Divisional Commissioners act as mediators between state administration from above and district administration from below. In the large sized and medium sized states Divisional Commissioners are considered as regional authority who supervises the functioning of government offices in the number of developmental activities on the part of the state. Divisional Commissioners have a big strategic role to play at the regional level. By this way the span of control of the state headquarters has been reduced. Divisional Commissioner : Eligibility–Divisional Commissioners are usually selected form senior Indian Administrative Service officers from the state. Office bearers are generally either of the ranks of Secretary to the state government or principal secretary to the state government. Being a senior and experienced officer the Divisional Commissioner has the capacity to act as a friend, philosopher and guide to the district officials particularly the young IAS officers appointed as District Magistrates. Being a store-house of past experience and information his advice to the junior officers in the district level is likely to the more mature and comprehensive in nature. His is a dual role, regional representative

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of the state government and a 'government' in the Division. 1.3 Divisional Commissioner: A Controversy Divisional Comnlissionership: A Controversial Office – Substantive Points of the Controversy: The office of the Commissioner has aroused much controversy. Two distinct schools of thought appear to have emerged, one in its defence and the other against it. 118 ? NSOU ? CC-PA-04 Those who support its cause argue that creation of a strong intermediate tier of administration would encourage decentralisation and bring state administration physically and psychologically closer to people at the grassroots level. Besides, improved coordination and supervision of the field establishment would be achieved. Those who argue against it and recommended its abolition maintain that the creation of an intermediate level of administration curbs the initiative and respondibility of the district functionaries. The States where the institution of Divisional Commissioners exists has not achieved any marked improvement in efficiency, or speed in disposal. Even 'coordination' does not appear to have achieved any worthwhile results. Besides, as the Ministers nowadays tour the districts frequently, as a result the problems of coordination are easily noticed. The Collector can easily get in touch with the Headquarters, in case of need, due to facilities for speedy communication. Thus, there is no need for referring matters to an intermediate authority. We may now summarise arguments for and against the institution of Divisional Commissioners. Arguments For: The ARC Study Team in its Report on District Administration argues in favour of the office of the Divisional Commissioner on following grounds: 1) The Divisional Commissioner's presence will facilitate coordination of the regional level officers of the various development departments. Such coordination cannot be achieved at the State Headquarters because it is too distant for the purpose. Only an officer who has an intimate awareness of the problems of the region can do this effectively. 2) In large States like Uttar Pradesh and Madhya Pradesh, it is not possible to exercise effective supervision over Collectors unless a regionally based officer undertakes it. 3) The Commissioner's presence at the intermediate level will encourage delegation from the State level. This will make speedy disposal of cases possible as it makes administration more accessible to the public. 4) The Commissioner's presence can be used to provide more adequate guidance to the Panchayati Raj Institutions. He can also be utilised to facilitate coordination between the Panchayati Raj bodies, and Regional and State Level Agencies. 5) A regionally based officer of an adequate administrative experience will act as a catalyst for regional planning and implementation. NSOU ? CC-PA-04 ? 119 6) An administrator of the Commissioner's seniority and experience could perform a useful training role in respect of the young IAS and state civil service officers of

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division. Arguments Against Arguments against the post of Divisional Commissioner as mentioned in the Bengal Administration Enquiry Committee are: 1) The activities of Government have grown too large and complex at the district level. As a result of which a division is no longer

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area unit for purpose of supervision. It is too large an area to be an effective unit of administration. 2) As authorities of supervision over districts and as appellate revenue bodies, commissioners are disproportionately expensive. 3) It is doubtful if, as an intermediate level of administration, the Commissioners have much useful role to perform or any specific contribution to make in the disposal of work. The post has been reduced to the position of a mere post office and contributes only delay in the dispatch of public business. 4) Commissioners are officers of wide and mature experience and as such their availability at the state headquarters would mean a fuller use of the valuable experience. Divisional administration fails to create a much useful preoccupation for officers of the Commissioner's seniority and experience. 1.4

Divisional Commissioner : Power and Functions Broadly speaking Divisional Commissioner is the coordinator at the divisional level. The powers of commissioners may vary from state to state but basic functions are same across the states. At the outset it is to be acknowledged that junior officers at the district level are often subjected to political pressure from outside and therefore need the guidance and supervison of a seasoned administrator like

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the Divisional Commissioner. He is the co-ordinator of all activities connected with general administration including law and order, revenue administration and development administration.

The Divisional Commissioner usually performs following functions : 1. He acts as

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the head of the revenue administration in his jurisdiction and hears appeals against the orders of the District

Magistrate.
120 ? NSOU ? CC-PA-04 2. He is the coordinator and supervisor of

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the work of all sections of public administration in his division. 3. He resolves differences arising between departments in his division. 4.

In some of the states he has been given certain powers with regard to panchayati raj bodies. 5. He is often entrusted with the power to play a role in the municipal administration. 6. He exercises his control over the local government and administers the oath of the elected functionaries like Mayor, Zillah panchayet chairperson in many states. 7. He hears public grievances and gives its redressal. 8. He supervises the preparation of development budget of urban and local bodies etc. 9. He prepares annual confidential reports of officers of various departments of division and district level. 10. He exercises general control over all relief operations within his jurisdiction. 11. He examines police administrative reports. 12. He acts as electoral roll observer and accessibility observer during parliamentary and state assembly elections. 13. He possesses touring and inspectorial responsibilities. 14. He ensures integrity in the officials in his division. He also ensures that government officials behave properly with the public in keeping with the needs and ideals of democracy. In addition to all these activities Divisional Commissioners have special role to play in the day to day administration at the division. The role of such senior officers become greater as the volume of business at state headquarters has been increased, departmental activities and agencies multiplied. The commissioner acts as the regional coordinator. He is an instrument of decentralized coordination at the district level. The activities of different departments of the government, especially those engaged in development programme are
NSOU ? CC-PA-04 ? 121 interlinked. There arises a number of common problems which need immediate attention and resolution. Divisional Commissioner is intimately aware of the problems of the region and is able to find agreeable solutions to inter-developmental problems. The Commissioner effectively supervises and inspects the work of district offices, both police and revenue. His position in the hierarchy of state administration is unique : 1. He is the channel of communication between districts and state government. 2. He is the coordinating authority for technical departments at the regional level. 3. He provides help, guidance and assistance to deputy commissioners. 4. He provides expert advice to state headquarters. His advice flows to both the government above and district and sub-district officers below. 5. Apart from all these activities the commissioner has special powers during crisis and emergency. He keeps a vigil on developmental activities going on in the districts of his division. His supervisory and coordinating roles include an overall supervisor of general administration, law and order, land reforms, land management, food and relief administration, and other activities in the division and implementation of plan and non-plan development schemes. 1.5 Necessity of Divisional Commissioner After independence Divisional Commissionership came under a cloud and some people demanded that these posts should be abolished. Their opinion was that the intermediate tier between the state government and district should be abolished because this tier only retarded the despatch of public business. These experienced officers could be better utilized by the minister at the government headquarters. However those in favour of the post opined that its position should be strengthened so that the junior officers at the district level could function under the aegis of a senior leader. Those in favour of the posts claimed that a small state may function well without the post of a Divisional Commissioner. But in a large state with twenty or more districts the retention of these posts is a necessity. With the increase in the number of activities many departments of government have created the posts of divisional officers to reduce the span of control from state capital. By this way the commissioner acts as a buffer between the government

122 ? NSOU ? CC-PA-04 at the state level and the administration at the district level. This role is all the more necessary in a democracy. 1.6 Conclusion After independence development becomes the sole concern of the government, both at the central and the state level. The allocations for development works and technical departments thereafter increased. Many new departments also had opened at the district level. As a result the shape of district administration has become a more complex pattern. Later with the emergence of the three-tier panchayati raj, the district administration has become a complex zone. Here the traditional tight bureaucratic frame has to negotiate with panchayati raj bodies. Now the role of the Divisional Commissioner has become more important than before. The role of a senior officer like Divisional Commissioner in the form of guidance, direction and expertise is enormous. For this reason Divisional Commissioner is the most important regional officer. He is the representative of the state government at the district level. The governmental functions are decentralized and vested in the office of the Divisional Commissioners. He provides effective leadership to the administration in the Division and properly feedback the state secretariat in framing the policies. 1.7 Summary ? The Division as an administrative unit comprising of four or five districts came into being in 1829 as a result of increase in scope of operations corresponding to the expansion of British territories. ? Each Division is put under the charge of a Divisional Commissioner. ? The Divisional Commissioner is a senior member of Indian Administrative Service and before his appointment as a commissioner, he should have gathered varied experiences, having served in different capacities in the state government. ? His power included control over revenue administration, maintenance of law and order, supervision of the development functions etc. ? He coordinates and supervises all the government departments of the Division.

NSOU ? CC-PA-04 ? 123 ? He also supervises local government institutions, preparation of budget. He prepares annual confidential reports of officers working within his Division. ? He acts as a channel of communication between districts and state government. He provides help, guidance to the District Magistrates and other officials. ? He provides expert advice to headquarters from the field. 1.8 Glossary ? Commissioner: A government official in charge of a department or district. ? Coordination: Integration of the efforts of the department to provide unity of action for pursuing common goals. ? Field Administration: The extension of central administration at the field level to implement government programs and policies. 1.9 Model Questions ? What are the objectives of studying the divisional administration? ? Discuss the role of Divisional Commissioner in the overall structure of state administration. ? Discuss the coordinating role of the Divisional Commissioner. ? Define Division. Discuss the position of the Divisional Commissioner in the Division. ? Divisional commissioner is the link between state government and the field administration – Discuss ? Discuss the powers and functions of a Divisional Commissioner. ? What is meant by the term 'Division'? ? Discuss the necessity of Divisional Commissioner. ? What is the eligibility of a Divisional Commissioner?

124 ? NSOU ? CC-PA-04 1.10 References ? Indian Administration – Mohit Bhattacharya-Asit Basu. 2014. World Press, Kolkata. ? Indian Administration –S Maheshwari, 2018, Orient Blackswan, Hyderabad.

NSOU ? CC-PA-04 ? 125 Unit II Evolution of District Administration Structure 2.0 Objectives 2.1 Introduction 2.2 District Administration : its Evolution 2.2.1 Pre-British 2.2.2 British 2.3 Later Developments : Sub Division-Block 2.4 Conclusion 2.5 Summary 2.6 Glossary 2.7 Model Questions 2.8 References 2.0 Objectives ? To explain the evolution of district administration in India with special reference to the pre independence period. ? To examine the basic features of district administration in independent India. 2.1 Introduction District in one form or the other is the unit of local administration throughout the world. The name varies from country to country but the features remain the same. The basic feature of the district or the like is that it is a geographically distinct unit which contains most of the institutions and agencies of the state required by the local people inhabiting this particular area or administrative unit.

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District as a basic unit of field administration has been in existence through the ages.

It is surprising to note that it has not changed substantially in India since the times of Mauryan era to Mughals to British era. Historically the district in some form or the other has been the most important unit of

126 ? NSOU ? CC-PA-04 administration in the Indian subcontinent. The British Parliament was the first legislature with respect to India in modern times. They created enactments and gave substance to the district administration. Hence this system continued and district in India is acting as the cutting edge of administration. This administration is headed by the District Magistrate. He is often

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called Deputy Commissioner or District Collector who acts as the eyes, ears and arms of the state government at the

field level. District administration is perhaps the most important feature of the overall administrative system of India. Through this local administrative structure the government implements its policies and the management of public affairs is ensured. Since district is a distinct entity which contains most of the agencies of the state, people inhabiting that area should be aware of this local administrative structure and its everyday functioning. Almost every territory, known or unknown, remote or well connected of India, forms part of districts. Here most of the people live, come into contract which innumerable mechanisms of governmental agencies and departments. District has virtually become the identity of the people living within the area . Within this geographical unit people feel the impact of

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administration, the difference between good and bad administration is made at this level.

However administration at the district level has not been static and has evolved historically to meet the requirements of the day. The modern district administration is the creation of the British rulers. But Independence has indeed introduced far reaching changes in the functioning of the District Administration . Modern day Indian citizens should be aware of the evolution of District Administration in India. 2.2 District Administration : Its Evolution District is the basic territorial unit of Indian administration. At this level people living in this unit come into direct contact with the administrative machinery. District is placed under the charge of a number of government officers and the leader of the whole administrative machinery is the District Magistrate or District Collector. As a unit of local administration various departments of state government like police, agriculture, health etc. are located in the district headquarters and their jurisdiction extends to every corner of the

78% **MATCHING BLOCK 177/219** **W**

district. District as a basic unit of field administration has been in existence through the ages.

It is surprising to know that it has not changed substantially in India since the times of Mauryan era to Mughals to British era. The district in some form or other has been the most important unit of administration in the Indian subcontinent. NSOU ? CC-PA-04 ? 127 2.2.1 District Administration in Pre-British India

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District is a territory marked off for special administrative purposes.

District or 'Janapada' is the basic geographical unit of administration in ancient India. The Manusamhita mentions that about one thousand villages were placed in the charge of an officer. However administration should be traced back to the Mauryan era when due to difficult communications the unwieldly empire were split into smaller and manageable administrative units. Each unit known as Rajuka was placed under the charge of an imperial agent. Rajuka roughly corresponds to the Collector of early British Raj. He exercised both revenue and judicial functions. During Mughal

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rule, a district was called Sarkar and it was headed by Karori- Faujdar, a military officer who functioned under the direct control of

the Subedar. District or Sarkar was further subdivided into tehsils or talukas. There were almost 650 districts in India. Then the term Sarkar meant administration in its total manifestation. This concept was based on the delegation of authority to the man in charge of the local unit. During the Mughal era Suba or province was divided into Sarkars. Each Sarkar consisted of several parganas. Apparently geo-political considerations were the main determinants in the shaping of a suba (province) and its lower divisions like sarkar. Mughal demarcations of territories in many cases were maintained subsequently during the British period, however in a new form. 2.2.2 The British Period The District in its present form is largely the creation of the British Colonial administration in the 18th century during the administration of Lord Cornwallis (1786- 1793). Even before Cornwallis The East India Company appointed collectors to supervise revenue collections. From then on the collector had become the pivot of district administration representing state authority at the district level. The idea of making the district the basic unit of local administration on a solid basis originated with the colonial rule but the system had some roots in the preceding Mughal Period. The Mughal kings, particularly Akbar subdivided entire country into Sarkars. But until the establishment of colonial rule there never existed settled and sustained administration discipline and strong supervision from above. Administration at the Initial Stage At the initial stage, the East India Company was not at all able to undertake administrative responsibilities. Company's interest was mainly limited to the superintendence of collection of revenue and the field administration was left in the hands of the native
128 ? NSOU ? CC-PA-04 satraps. A change in this system was first brought about in the year 1769 when the company's servants were entrusted with the duty to collect revenue in Bengal districts. These officials known as supervisors were appointed in the districts to supervise native collecting agency and also continued to gather detailed information of all sorts about the districts. This measure initiated by the Company had long term consequences for the future of district administration. These supervisors were the nucleus around which laterday district administration would be formed. These supervisors appointed by the company were the predecessors of future district officers. During the Governorship of Warren Hastings the supervisors were appointed as Collectors. The primary duty of the Collectors was to collect revenue but at the same time they were also entrusted with the duty of delivering civil and criminal justice. In this way the collector was vested both with revenue collection and judicial powers and became the pivot of local administration. 2.3 Later Developments: Sub Division, Block After several changes it was finally decided that the collectors to be made the permanent administrator of the district. From then on districts came to be regarded as the permanent unit of local administration and each district was placed under the charge of a collector. But Lord Cornwallis separated the revenue and judicial functions and placed them in separate hands. The separation between two functionaries was called the Cornwallis school of district administration. This arrangement was the prevalent feature of Bengal administration. But subsequently another system was developed in Madras and Bombay. An eminent group of civilians like Munro, Elphinstone and others were in favour of investing all powers, judicial or executives in one functionary, namely the collector. The collector became a local governor with wide discretionary authority. The administrative reforms of 1829-31 demonstrated the triumph of the Munro school of administration over the Cornwallis school initiated in Bengal. This reform also aimed at district administration by creating the posts of Divisional Commissioner under whose guidance both revenue and judicial functions were to be performed by the district officials. By this way the District as collector's office had become the British rule incarnate at the local level. A description of the district administration and the district magistrate's role in it had been given by Sir William Wilson Hunter in his Report of the Indian Statutory Commission (1930). The district officers whether known as collector, magistrate or the like, he reported, was the

NSOU ? CC-PA-04 ? 129 responsible head of the district. Their duties and responsibilities were numerous. Their functions were two-fold. They were entrusted with the duty to collect revenue from land and other local sources. They also performed the role of revenue and criminal judge. The District Collector's daily concerns included police, jails, education, municipalities, roads, sanitation, the local taxation. Hunter further wrote that he should be a lawyer, an accountant, a surveyor. District administration gradually developed during colonial period as a decentralised state administration in India. The purpose of district administration was basically to bring the disciplinary state authority nearer to people. So most of the state government departments such as Public works, Irrigation, Health, Education etc. were having their offices in the district. Ramsay MacDonald (1866-1937), the first labour party Prime Minister of Britain compared the district administration of India with the tortoise on whose back stood the elephant of the government of India. Since 1786 the district came to be the key unit of administration and it is continuing even today. Other administrative Mughal rule, in addition to Sarkars which were roughly equivalent to modern day districts, there were lower administrative units called parganas. During the British period admistrative units lower than districts were not carved out in the settled areas. But the British policy makers felt the need for such subsequent lower units which should act as the link between districts and villages. For the better maintenance of peace and order it was considered necessary that a district should be further divided into sub-divisions. It was not until 1838 that the Police committee, appointed by the Bengal government had in its report recommended further creation of subordinate magisterial jurisdiction to bring the administrative machinery nearer to the local people. By a regulation of 1843 the posts of Deputy Magistrates were created. In the year 1844 the creation of sixteen sub- divisional offices in Bengal was sanctioned on a purely experimental basis. The subdivisions were created but it took some time to establish a complete and thorough system of subdivisions. Even in 1856 there were only thirty three sub divisional offices. Later on with the object of increasing magesterial control over the police the rearrangement of subdivisions of the districts throughout the provinces was undertaken. Each subdivision was placed under the charge of a sub-divisional officer. Rural areas in districts are later further divided into blocks. Each block is in charge of a Block Development Officer whose immediate superior is the collector and in some states the subdivisional officer is his/her immediate superior. In fact after Independence rural development became one of the most central concerns of the Indian state. Development

130 ? NSOU ? CC-PA-04 administration was the priority of a democratic state and with this end in mind Indian policymakers had undertaken the task of uplifting the rural people in a giant scale. It was an attempt to bring about a social and economic transformation of village life through the efforts of the people themselves. The Block Development officer is the chief coordinator of all these developmental activities at the block level. For this purpose development blocks were created and the office of the Block Development Officers was launched in the year 1952. The officer in charge of block development had been entrusted with the duty to monitor development works at the block level. District administration in India is the outcome of a gradual process and not a static one. The evolution of district administration in India clearly suggests that this administration of the field level of districts experienced many ups and downs during the long process of history of nearly two centuries. This field administration has undergone remarkable changes even after Independence and is still facing further changes as independence has brought about a change in the fundamental aims of district administration. With the creation of the blocks as the third tier of field administration at the district level the intervention of state in every corner at the district has become more deep. Now a network which starts at the central level goes down to Block levels for implementations and exccution of social welfare programmes. After independence a vast programme of building a new modernized India relying on the wide network of administrative structures at the field level was undertaken by the policy makers. For this reason the allocations for development works and technical department, thereafter increased steadily. Many new development departments also had opened their offices at the district level. The post independence district administration, for this reason has become a complex system. Later with the emergence of the panchayati raj system, the representative of the local elected bodies took over the responsibility of welfare of the local people at the field level. District administration has thus evolved from a compact bureaucratic steel frame, to a much more fluid network of institutions. Indian Constitution and District Administration In independent India development and welfare became the primary concern of the Government. This major shift in its aims became a turning point for the intervention of state into economic and social field. But the original Constitution of India was silent on the pattern of district administration. There was no reference to district at all, only in article 233 which deals with District Judges and the sixth schedule provisions on District councils. Even the various central and state Acts deal with the subject indirectly. But it is

NSOU ? CC-PA-04 ? 131 the responsibility of the administration at the field level to implement the development policies taken at the Central or State government levels. The makers of the Indian Constitution were aware of the importance of the administration at all levels particularly at the field level. There are constitutional provisions for the recruitment of administrative staff at all levels from top to bottom. District administration like the administrative structures at the higher level is an instrument through which welfare policies of the government reach the people. But the administrative steelframe developed and perfected during the colonial rule is so powerful that there always remained a gap between this structure and the people living in the field. In order to bridge this gap democratic measures were undertaken gradually by the makers of the Constitution and later day politicians and policy makers. At the initial stage local self government in the form of panchayats were incorporated in the Directive Principles of the State Policy of the Constitution. In a developing country like India where nearly 70% of its population are living in the rural areas and the majority of them are poverty-stricken, the role of panchayati raj, the chief instrument of local self government is of great importance. It is their institution, through which they can voice their demands and manage their day to day basic needs like health, education, water supply, roads. markets etc. Formal administrative structures at the district level only targeted the subject population as mere object of improvement, a trickle down process from above. But the local self government institutions would enable the local people to involve in the development process initiated by the state both at the central and state level. With this end in view, far reaching changes in the district administration have been brought about through two amendments, viz 73rd Amendment Act and 74th Amendment Act of 1992. These two acts accord constitutional status to local governments and provide for broader social participation of people in the field administration. Now the District Magistrate has to act in close collaboration with the Zilla Parishad, the sub-divisional officer acts as an aid to the District Magistrate. The Block Development officer has to collaborate with the Panchayat Samiti for the implementation of developmental activities in the area. Now the district administration is a complex and interacting web of field organizations. 2.4 Conclusion The district as a unit of state administration has been in existence in the different phases of Indian history in some form or the other. The district is regarded as the most important administrative division in the country. The reason for the formulation of districts

132 ? NSOU ? CC-PA-04 during the British rule in India was mainly for the efficient collection of land revenue and maintenance of law and order. The district administration as an agent of the state assumes the responsibility of acting as a catalyst and functioning as a custodian, insurer, and a protector of the interests of the marginalized sections of the society. 2.5 Summary ? District is a basic unit of field administration throughout the ages. It has not changd substantially since the times of the Mauryan era to Mughals to British era. ? Through this structure the government implements its policies and it contains most of the agencies of government. ? In ancient India it was known as ‘Janapad’. During Mauryan era this unit was known as Rajuka’ and was placed under the agent of the king. During Mughal era

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a district was called ‘Sarkar’ and it was headed by Karori-Faujdar.

This structure was maintained subsequently in the British period in a new form. ? Revenue collectors appointed by the Britishers were transformed into District Collectors around which district administration was built up. ? Lord Cornwallis separated the revenue functions and judicial functions and placed them in separate hands. Subsequently the District Magistrate was entrusted with both of the functions and became the sole authority at the field level. ? All government departments had their offices in the district. ? Later districts were further divided into sub-divisions. ? In order to implement development policies more effectively at the field level Blocks were created after Independence. ? Subsequently the passing of several amendments in the year 1992 has resulted in the formation of local self governmental bodies consisting of the representatives of the local people to operate side by side with the district administrative structures. 2.6 Glossary ? Sarkar: During Mughal rule district was called Sarkar.

NSOU ? CC-PA-04 ? 133 ? Collector: A pivot of district administration present in State Authority. ? Decentralization: dispersal of power and authority among the lower levels of the administrative system 2.7 Model Questions ? What are the objectives of District Administration in India? ? What were the features of local administration in pre-British India? ? Discuss the nature of district administration in British India. ? Discuss in brief the evolution of district administration in India. ? Discuss the evolution of district administration in British India. ? Discuss the nature of district administration in India after independence ? Give a brief note on local administration in pre-British India. ? What was the basic structure of local administrative mechanism of Mughal India? ? Define district administration. 2.8 References ? Indian Administration – Mohit Bhattacharya (2014) World Press, Kolkata. ? Indian Administration– S. Maheshwari (2018) Orient Blackswan.
134 ? NSOU ? CC-PA-04 Unit III Role of the District Magistrate Structure 3.0 Objectives 3.1 Introduction 3.2 Recruitment of District Magistrate 3.3 Powers and Functions of District Magistrate 3.3.1 As District Officer 3.3.2 District Magistrate as Coordinator 3.3.3 District Magistrate as District Collector 3.4 District Magistrate as Liaison Officer and Returning Officer 3.5 District Magistrate as Development Administrator 3.6
Conclusion 3.7 Summary 3.8 Glossary 3.9 Model Questions 3.10 References 3.0 Objectives ? To examine the role of District Magistrate in district administration. ? To explain the power and functions of the District Magistrate. 3.1 Introduction The District Magistrate is a government officer in charge of general administration of an Indian district. The district magistrate is also responsible for collection of land revenue in the district and for this role he is also referred to as the district collector. Since he works under the supervision of the divisional commissioner, he is also known as the deputy commissioner. District magistrates are members of the Indian Civil Service or the
NSOU ? CC-PA-04 ? 135 State Service, a legacy of the British rule. The district continued to be unit of administration at the local level after India gained Independence in 1947. His role remains unchanged. However his judicial powers are now transferred to district judicial officers. After, independence the district magistrates are entrusted with the additional responsibility of implementing various developmental programs in the districts. We come to know that the district magistrate who too recognized as

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the district collector is endowed with a large number of duties in the jurisdiction of the district.

As such he is known to play a vital role as the coordinator of all the government offices of the district. The district magistrate has veritable roles to play both as a district magistrate, as a district collector and also as a deputy commissioner (as the executive of the district). We confront them with our everyday life and their modes of administration around us. 3.2 Recruitment of District Magistrate A district magistrate is normally an Indian Administrative Service officer. He is drawn from two groups of officers- (a) directly recruited by the Union Public Service Commission (b) promotees from State Civil Services. The direct recruits are posted as magistrates after five to six years of service. The promotee members from State Civil Services generally occupy the post after promotion to the IAS which usually happens after two decades of service. 3.3 Powers and Functions of District Magistrate The District Magistrate is an essential part of the general administration of state government. During the British rule he was the kingpin of the administrative system at the field level. Since independence field administration at the field level has undergone a series of changes arising largely from three major developments, namely, democracy, development and decentralization. Despite all these changes the district magistrate continues to be the pivot of district administration. He shoulders direct administrative responsibilities and other emerging duties. His primary duty is of course the maintenance of law and order in the district. He is also responsible for the implementation of development plans initiated by the government both at the central and state level. Since an Indian district is the microcosm of the whole state administration, various departments are present in the district and the district magistrate is the coordinator of all the departments situated at the district level. In fact the role of the district magistrate is multifarious- he maintains law and order of the district, he is the collector of land revenue and other taxes from the district, he directs the

136 ? NSOU ? CC-PA-04 development plans being implemented at the district, he plays the role of a buffer between citizens living at the district and the local administration, protecting one against the possible harassment by the other. Towards these ends, the district magistrate undertakes regular tours to different parts of the district. However due to changed circumstances (implementation of panchayati raj system) his power and prestige has been reduced. But in times of emergency the government instinctively turns to him for prompt action. His duties and responsibilities are largely undefined. One important point in this connection should be mentioned. The Constitution of India is committed to the separation of the judiciary from the executive. Under separation, the head of the magistracy in the district and sessions judge work directly under the High Court of the state. But the district magistrate continues to be responsible for law and order related problems. The functions and responsibilities of a district magistrate are listed below:- 3.3.1 As District Officer As chief district officer the district magistrate has the authority to make postings, transfers and grant leave of the gazetted officers within the district. He appoints the punishing authority in respect of ministerial and subordinate staff of the district collectorate. He is also

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the controlling, drawing and disbursing officer of the district staff

and deals with their pension cases. He prepares and presents the annual budget estimates and also the administrative report of the district. He prepares estimates of works in respect of revenue buildings and bears the

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responsibility for maintenance of all government buildings under the charge of the Revenue Department. He is in charge of district treasury, and responsible for the security of

the treasury. He plays the role of chairman of various local institutions, sometimes becomes the member of regional transport authority and other related committees. He issues

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tentative tour programmes of ministers and other dignitaries. He acts as the protocol officer in the district.

He also compiles and submits annual administrative report of the district. He supervises

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the proper conduct of civil suits in which state is a party.

He gives appointment to government counsels and panels of lawyers in the district. He countersigns the grant-in-bills for various educational institutions. He acts

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as the principal agency of government in matters of general administration in the district and

his primary responsibility is to look

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after the interests of the government in general. He is responsible for proper implementation of government orders. He trains junior officers

in official procedures and
NSOU ? CC-PA-04 ? 137 administrative work. He also ensures

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that public grievances against the administration in the district are properly and effectively dealt with. 3.3.2

District Magistrate as coordinator A district magistrate's primary role is integration and coordination. The different departments in the district usually carry on their activities independently with other departments. He is responsible for effecting coordination in the works of all district level officers. He ensures that a degree of coordination is achieved among the departments. As there is a vibrant local government organizations in the form of panchayats, and the like, the coordinating function of the district magistrate has further been increased. The functions of these local bodies are now integrated with the district level departments and for this reason the district magistrate has to play the role of the coordinator among all these fronts. He supervises the functions of these local bodies and acts as a link between these local bodies and the state government. 3.3.3 District Magistrate as District Collector The district magistrate is also called the district collector. As collector he performs several duties. The following is the list of his duties as district collector. 1) He is the custodian of all land records of the district. He is in charge of the administration of all government acquired land. He is responsible for the transfer of such lands to private or public bodies, selection of sites for the erection of government buildings. 2) He is responsible for conservation and development of his district. He supervises the maintenance of embankment or water course etc. 3) He enjoys some powers regarding land reforms. He can take charge of Estate or interest of any intermediary including a Zaminder vested in the state. He holds considerable powers regarding requisition of lands or premises for public purposes. 4) He determines the revenue rate from vested lands. He is responsible for the collection of land revenue and government dues from canal, forests, fisheries. He collects excise duties on drugs, narcotics and sales tax. He assesses the crop in the district and recommends relief to the victims of natural calamity. All other departments are directed to assist him in relief management. During emergencies like flood, earthquake, drought etc he takes up the role of the chief commander of entire district machinery.
138 ? NSOU ? CC-PA-04 3.4 District Magistrate as Liaison Officer and Returning Officer The state government depends on the collector for maintenance of public order and successful implementation of development projects and policies. He maintains liaison with the state government and provides regular information to the authority above. Through the district magistrate the state government feels the pulse of the public life at the field level.

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He controls and supervises the subordinate magistracy. He orders magisterial postings during festivals. He promulgates orders whenever there is any danger of breach of public peace and tranquility. He disposes all the petitions and general complaints received from governments and others. He

inspects district jails and expedites disposal of cases of under-trial prisoners. He reserves the power to grant superior classes to prisoners. He can release prisoners on parole. He deals

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with petitions from prisoners: As head of criminal administration of the district he controls and directs the action of the police. He submits annual crime report to the government. He appoints and punishes village Chowkidars.

He inspects police stations every year. He
also looks into labor problems occurring in the district. He supervises and controls various local bodies, municipal bodies, notified areas, town areas etc. He recommends issue of passports and visas. The district magistrate supervises

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the work of probation officers. He enforces the Press Act and disposes declaration in respect of the press and newspapers. He recommends schemes for the development of forests and issues permits for the cutting of trees.

He issues certificates for domicile, scheduled and backward classes, looks after political sufferers in the district. The district magistrate also plays the role of

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Returning Officer to Parliamentary and Vidhan Sabha Constituencies and bears the responsibility for coordination of election work in the district. 3.5

District Magistrate as Development Administrator After Independence the main concern of the Indian State is development and welfare of the people at large. The district magistrate is entrusted with the charge to manage all development activities going on at the district level. He is the chief executive officer of the Zilla Parishad. There are various schemes of development relating to agriculture, animal husbandry, irrigation, education, health and others. Both government departments and local bodies are engaged in planning and implementation of all development schemes at the field level. The district magistrate is responsible to facilitate development and inter
NSOU ? CC-PA-04 ? 139 institutional problems in the course of development management in the district. Despite the overwhelming role of the political executives at all levels, the role of the district magistrates as development administrators is acknowledged by all parties across ideology, people and local bodies working

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at the field level. The district magistrate is also the district census officer. He is responsible for conduct of census operations once in ten years.

The census work requires more elaborate arrangements than election works. He appoints enumerators entrusted with the duty to perform census works. He also provides for their training and other arrangements for this purpose. Moreover in addition to all these specified works many unspecified responsibilities are also to be performed by the district magistrate. He collects information in regard to matters including parliamentary questions concerning his district. He plays the role of public relations officer of the government, bears responsibilities relating to municipal administration. He acts as the liaison officer of the military authority and looks after the welfare of members of the armed forces. The district magistrate is thus an overworked person. However he is the sole interpreter of government policies and the government in turn relies on his assessment to shape policies. For this reason he is broadly responsible and overburdened. His role in the district is indeed overwhelming and far reaching. He is trained to play the role of an expert. As an expert the district magistrate is professionally trained to judge every pros and cons of a policy decision. His strength lies in his thorough knowledge of administration, the laws, rules and regulations relating to his field of operation. However the field administration in the district has recently been complicated by the advent of democracy at the local level. The panchayati raj institutions and other bodies of local self government have come up recently as popular elected bodies charged with development at different levels. The political leaders belonging to these local institutions and the local political executives emerge as powerful contenders of administrative power at the district level. Now the supremacy of the district magistrate is facing many challenges from political executives. Some sort of institutional duality has actually created a situation of competition between the members of the sets of institutions, one permanent and the other fluid. This situation often gives birth to an atmosphere of confusion among the local stakeholders. Both institutions, permanent and fluid claim their shares in delivering services to the local people at the field. But in terms of resources and expertise the district magistrate and his
140 ? NSOU ? CC-PA-04 administrative machinery at the district level seems better placed than the local-self government institutions in the form of panchayats and the like. The latter often depend on the permanent executive for personnel, equipment and government fund. This sort of dependency on the part of the people's representative at the field level often gives birth to grievances against bureaucratic mode of functioning by the district magistrate and his office. So the field administration and the local self government bodies often come in conflict on the issue of former's rigidity and rule orientation. The impatient politicians navigating at the local level often consider the presence of the district administration and its head, the district magistrate as the stumbling block to speedy transactions in the interest of the public. In order to break free of this tussle between the two, it should be admitted that in a democratic setup policy formulation is the domain of the politicians but its implementation should be left to the administrator, particularly the district magistrate. Despite all these problems and confusions at the field level, the district magistrate is still considered to be the pivot of all the activities administrative, developmental and otherwise. The office of the district magistrate is the single reference point on which the whole district administration revolves around. 3.6 Conclusion The district magistrate

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is the apex of the district administration. He represents the government at the field level.

He is entrusted with enormous powers and duties relating to local administration. However, since Independence district administration in India has undergone a series of changes arising largely from increasing democratization of the polity. Apart from traditional duties the district magistrate has to negotiate with the emerging trends in the forms of developmental democracy, populism and political uncertainty. He is still the pivot of district administration and shoulders the responsibility of administering the district. 3.7 Summary ? This unit focuses on the power, functions and responsibilities of the District Magistrate. ? The role and importance of the District Magistrate has been examined in detail.

NSOU ? CC-PA-04 ? 141 3.8 Glossary ? Pivot: A person or thing that plays a central part in a situation or enterprise. ? Democratization: Citizens' participation in the political process (political equality) and the acceptance of public contestation (political freedom). ? Implementation: The process of putting a decision or plan into effect. 3.9 Model Questions ? What do you mean by the term 'District Magistrate'? Discuss. ? 'The office of the District Magistrate is a legacy of the British Raj'- Discuss the statement. ? What are the primary responsibilities of a district magistrate? ? Give a picture of the district magistrate and his office. ? Discuss the role of the district magistrate as district officer. ? Describe the powers and functions of a district magistrate. ? Discuss the coordinating role of the district magistrate. ? Discuss the changing role of the district magistrate in an Indian district. 3.10 References ? Indian Administration- Mohit Bhattacharya (2014) World Press ? Indian Administration- S Maheswari (2018) Orient Black Swan

142 ? NSOU ? CC-PA-04 Unit IV Role of the Sub-divisional Officer Contents 4.0 Objectives 4.1 Introduction 4.2 Recruitment of Sub-divisional Officer 4.3 Powers and Functions of Sub-divisional Officer 4.4 Land and Revenue Administration 4.5 Sub-divisional Officer and the Development Programme in the field level 4.6 Duties of Sub-divisional Officer 4.7

Conclusion 4.8 Summary 4.9 Glossary 4.10 Model Questions 4.11 References 4.0 Objectives ? To understand the power and functions of

the Sub Divisional Officer. ? To examine the role of the SDO in revenue administration and development programmes. 4.1 Introduction Sub-division is a particular geographical territory within a district. During British rule for the purpose of deep and thorough going administrative control of the local level, districts were further subdivided in tehsils or sub-divisions and these units formed parts of whole district. For administrative convenience the district was divided in subdivisions. Each subdivision was headed by a sub divisional officer in the rank of a deputy collector. The sub-division continues to be the unit of administration at the local level after India

NSOU ? CC-PA-04 ? 143 gained independence in 1947. The role of the sub-divisional officer remains unchanged. Apart from normal administrative responsibilities he is entrusted with additional responsibilities of implementing various developmental programmes in the subdivision. He directs the execution of works relating to revenue agency in the sub-division. The sub- divisional officer is entrusted with powers and responsibilities for the maintenance of law and order in his sub-division. We confront them with our everyday life and their modes of administration around us. 4.2 Recruitment of Sub-divisional Officer A sub divisional officer is normally an Indian Administrative Service officer. He is drawn from two groups of officers- a) directly recruited by the Union Public Service Commission; b) promotees from State Civil services. However it should be noted that the recruits from the Indian Administrative Service are quite young in age and for them these posts are mere training posts, a stop-gap arrangement before larger responsibilities. 4.3 Powers and Functions of Sub-divisional Officer Very much like the district magistrate the sub-divisional officer is a generalist area administrator. He represents state government in the subdivision. He is a link between the district magistrate and the people living in the sub-division. The sub-divisional officer is in fact a miniature district magistrate in the sub-division. He possesses adequate powers to coordinate work in the sub-division. He exercises direct control over the tehsils and their staff. He is empowered to contact directly with government and other departments on routine matters. The sub-divisional officer maintains his office just like the district magistrate. His primary role is to inspect, test and supervise his subdivision. He gathers information relating to his sub-division and transmits it to his chief, the district magistrate. He also looks after the governmental and developmental activities being implemented in his sub-divisions. The sub-divisions may be of two broad types- An 'office' type sub-division and a 'touring' type sub-division. In the office type sub-division the sub-divisional officer runs his office very much like a district magistrate or collector. Here the headquarter of the sub-division is located in the sub-division itself. In the touring type sub-division, the sub- divisional officer does not run an office. He makes occasional tours into various parts of the sub-division and gathers information about local affairs of the area. He acts as a

144 ? NSOU ? CC-PA-04 transmitting belt between his super-ordinate officials and the division. His core role in both of the types is same. His primary duty is to gather experiences from the field level, ascertain the villager's grievances and demands. The sub-divisional officer is indeed a valuable field-aide to the district magistrate and is an integral part of the district administration. On behalf of the district magistrate the sub-divisional officer often acts as a returning officer in the parliamentary election. He is also the civil record keeper. In the sub-division he is the custodian of the law and order and in this capacity he is the link between the district magistrate and the district superintendent of police in the matters relating to law and order. His duties like the district magistrate include revenue, executive and judicial work. In revenue matters the powers of the district collector have often been delegated to him under certain acts. His revenue duties include supervision and inspection of all matters from assessment to collection of land revenue, coordination of work of all officials in his subdivision, particularly in the departments of revenue, agriculture, animal husbandry and public health within his subdivision. His magisterial duties include liaison and coordination with police in the subdivision, watching over the relations between different communities and classes inhabiting within the sub-division. He also watches over the local festivals. He possesses ample powers under criminal procedure code and other laws to exercise effective supervision over law and order situation in his area. In his executive capacity he has the power to call for any of the records and registers dealing with crimes in his area from a police station. He commands closer contact with the local people. He keeps close relations with the local bodies and market committees. He plays an important role in the rural development programmes initiated by the central and state governments. He needs cooperation and help from the government officials in the sub-division for the smooth running of administration and successful implementation of development schemes. For the elections to the Vidhan Sabha, he is generally appointed as returning officer for the constituencies fall within his sub-division. In the Lok Sabha elections he is generally appointed as assistant returning officer. The sub-divisional officer possesses some power regarding land reforms, collection of revenue and taxes. He keeps the maps and land records and helps in the assessment and collection of land revenue. He also deals with the land related cases. The sub-divisional officer also performs some local self-government functions. He coordinates the activities of the blocks within the sub-division.
NSOU ? CC-PA-04 ? 145 4.4 Land and
Revenue

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Administration The district magistrate is the head of the revenue administration at the district level and is the custodian of

government land and properties under his jurisdiction. In this area the sub-divisional officer has a role to play. As an aide to the district magistrate he assists him as a deputy collector of the sub-division. The revenue officers at the sub-division work under the direct supervision of the sub-divisional officer. In fact the sub-divisional officer is a miniature district magistrate in the sub-division. Under many revenue legislations he is invariably vested with powers of the district collector, to exercise within his jurisdiction. He also hears appeals as 'Collector' of the sub-division. He exercises direct control over the circle officers and his staff in his sub-division. He acts as an active link between the district magistrate and circle officers in his sub-division. He is the principal agent of the district magistrate in the sub-division. 4.5 The Sub-divisional Officer and the Development Programme in the Field Level After the passing of several amendments in recent years the primary emphasis in district administration has to be on the implementation of development programmes in close co-operation and with the active support of the local people. And in this situation the sub-divisional officer under the direct direction of his immediate superior, the district magistrate has a great role to play. He strengthens and takes measures to improve the machinery of general administration in his sub-division. He establishes an appropriate agency for development in his area which derives its authority from the village community. He has a specific role to integrate activities of various development departments in his area. He links up, in relation to all development work of local self-government bodies with the administrative agencies of the state government. In the past few years, the work of the district has expanded considerably and has become more complex than before. For this reason the role of the sub-divisional officer has been increased. Now his responsibility is not limited only to routine work and submission of reports to his higher authority. The sub-divisional areas are now being strengthened in terms of administrative and developmental activities. As a unit in district administration the sub-division's importance is immense today. The district magistrate now is relieved of much routine work. For a great many transactions the people are spared of the trouble of traveling to district head-
146 ? NSOU ? CC-PA-04 quarters. The sub-divisional officers holding charge of sub-divisions secure field training in the exercise of responsibility and initiative. During their touring and field work they acquire intimate knowledge of the people living in the area. A close relationship between the state government and the local self-government institutions has been built up through the activities of the sub-divisional officers. The sub-divisional officer also coordinates the activities of the blocks that fall within the sub-division. He is the link between the district magistrate and the block-development officers. He has also some regulatory functions. These functions include recommendation of gun licenses and other licenses. He makes a weekly confidential report regarding his area and transmits it to the district magistrate. 4.6 Duties of Sub Divisional Officer The duties of the Sub Divisional Officer (Civil) within his Sub Division are almost similar to those of the Deputy Commissioner within his district. In all matters of administration, he has to be the Deputy Commissioner's principal agent. He is also incharge of various development activities going on in the Sub Division and is also responsible for co-ordinating the work of various departments. For that he has to tour the area to keep a watch on the development activities, the revenue administration as also the law & order situation in his Sub Division. Besides this he has to look after the grievances of the public and to attend to the problems arising out of the natural calamities. He supervises the work of Revenue agency in the Sub Division. There is no denying the fact that the job of a Sub Divisional Officer (civil) is independent in character to some extent. He is primarily responsible for everything that happens within his jurisdiction and must accordingly take his decisions to a large extent independently. Sub Divisional Officer (Civil) is conferred with various powers under the land revenue and tenancy acts. He also acts as Assistant Collector under the Punjab Land Revenue Act and Punjab Tenancy Act. He is also the appellate authority in cases decided by his subordinate revenue officers. The Executive Magistrate placed by the State Government as incharge of the Sub Division is termed as the Sub Divisional Magistrate Under section 20(4) Cr.P.C. and under section 23 Cr.P.C. the Sub divisional Officer like other Executive Magistrates of the District is subordinate to
the

89%	MATCHING BLOCK 197/219	SA	UNIT 11 DISTRICT COLLECTOR.docx (D40802230)

District Magistrate and is responsible for the maintenance of law and order within the

limits of his local jurisdiction. He enjoys very wide powers under section 107, 151, 109, 110, 133, 144, and 145 Cr.P.C. etc. He also hears court cases under these sections.

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NSOU ? CC-PA-04 ? 147 4.7 Conclusion The administrative structure of the district in which the sub-divisional officer plays a major role in administering the sub-division is now in a fluid state. Now the local people and their representatives have a big role to play in the decision making process. The problem of striking a balance between rigid bureaucratic structure in the form of sub- divisional office and the officer and participation of local people occurs at the field level. An efficient sub-divisional officer can manage all the complicated affairs arising out of this situation. He brings his office and position closer to the people to implement the development programmes and at the same time supervises and monitors implementation of all these programmes at the field level. A few tehsils put together constitute a sub-division. A Sub-Divisional Officer heads the sub-division. He possesses both administrative and judicial duties. He is a magistrate as well as a revenue officer. In fact, his functions are analogous to those of the Collector at the district level. His revenue duties are—regulation of details and resolution of disputes, doubts and difficulties regarding land revenue, supervision and inspection of all revenue matters, from assessment to collection, co-ordination of work in the departments of revenue, agriculture, veterinary and public health within the sub-division, appointment and dismissal of small revenue officials, collection and compilation of agricultural statistics. His judicial duties comprise of decision of cases pertaining to land rights, enhancing, abating or commuting a rent, ejecting illegal sub-letting and deciding the question of the rightful ownership for a disputed land. As a Magistrate First Class, he tries cases falling within his jurisdiction. He commits cases to sessions court. His quasi-judicial duties pertain to liaison and co-operation with the police in the sub-division, special precautions and actions in emergencies, appointments of mukhias, recommendations to the collector for grant of arms licenses. His executive duties at the sub-division level become fairly important especially when in pursuance of Directive Principles; he is deprived of judicial duties. Supervising the police, deciding disputes of non-criminal character, appointing, promoting or transferring functionaries of the revenue department, maintaining closer contract with the pubic are his important executive duties. Besides these functions, he is to perform developmental functions as well. The plans for grow more food, Community Projects and National Extension Schemes, abolition of social evils and superstitions, rehabilitation of refugees, etc., are some of the developmental
148 ? NSOU ? CC-PA-04 functions which S.D.O. performs at the sub-divisional level, in order to cater to the welfare concept of the state. 4.8 Summary ? Sub-divisional Officer is an administrative officer of a district sub-division. ? Sub-divisions are the creation of the British Raj. Sub-divisions are important field administrative areas within districts. ? A sub-divisional officer has an important role to play in his area which includes magisterial functions, disaster management, supervision of development activities of the area, land record, land reform functions and the like. ? He supervises and guides the functioning of all local self-government bodies operating in the sub-division. ? He acts as an aide to the district magistrate and supplies information about the sub-divisional area. 4.9 Glossary ? Subdivision: an administrative division in Indian states below the level of a district. ? General administration: ensure that all activities and their processes are functioning effectively and smoothly. 4.10 Model Questions ? What is a Sub-division? ? Discuss the recruitment procedure of a sub-divisional officer. ? Discuss the primary role of the sub-divisional officer. ? Discuss the role of a sub-divisional officer as a link between district headquarters and the sub-division. ? Discuss the role of the sub-divisional officer in the development programmes in the sub-division.
NSOU ? CC-PA-04 ? 149 ? Describe the administrative functions of the sub-divisional officer. ? Write an essay on the role of sub-divisional officer. ? Do you think that the sub-divisional officer is only an aide to the district magistrate? Discuss. ? Discuss in details the powers and functions of a sub-divisional officer. 4.11 References ? Indian Administration- Mohit Bhattacharya- Asit Basu. (2014) World Press, Kolkata. ? Indian Administration- S. Maheswari (2018) Orient Blackswan
150 ? NSOU ? CC-PA-04 Unit V Role of the Block Development Officer Structure 5.0 Objectives 5.1 Introduction 5.2 Recruitment of Block Development Officer 5.3 Powers and Functions of Block Development Officer 5.4 Dual Responsibility 5.5 Democratic Decentralization and the BDO 5.6 Administrative Role, Role during Emergency, Role in Development 5.7 Some problem areas 5.8 Conclusion 5.9 Summary 5.10 Glossary 5.11 Model Questions 5.12 References 5.0 Objectives ? To study the power and various functions of Block Development Officer. ? To explain the role and responsibility of BDO in the process of democratic decentralization. 5.1 Introduction The 'Block' as a unit of government below sub-division was created after independence to ensure development at lower level. Blocks were formed during the implementation of community development and national extension programme initiated by the government in the year 1952. The Block Development Officer or the BDO is the chief coordinator of development activities at the block level. He maintains close link with the sub-divisional

NSOU ? CC-PA-04 ? 151 officer and the district magistrate, his immediate superiors. The block development officer takes into account the administrative framework of the block he is in charge of. He acts as an extension officer who is designed to carry out the educative role and programmes of the block representative and ensures whether the plans and programmes approved by the authorities are carried out with efficacy. He is subordinate to the deputy magistrate and to the sub-divisional officer. Block areas were created during the first five year plan to facilitate and monitor development in the field area. With this end in view a large number of blocks have been created almost throughout India. Some blocks are more or less co-extensive in boundary with old tax collection area or 'Taluka', the block is a new unit with a new function and responsibilities. The BDOs play a key role in the administrative functions relating to community development. 5.2 Recruitment of Block Development Officer The pattern of recruitment of the BDOs differs from state to state. However the basic practice is that he is the member of the state civil service. Usually they are appointed on the basis of routine tests and interviews conducted by the state civil service commission. In some states the recruitment of BDOs is done by promotion. Extension officers with few years of experience are often promoted to the post of BDO. In some states recruitment is done by the state Public Service Commission but sometimes the selection to the post of BDO is made from officers belonging to revenue, agriculture, cooperatives and panchayat departments. After the appointment the BDOs have to undergo a thorough training in extension work and the purpose of the training programme of BDOs is to make them effective instruments for bringing about changes in the life of the people. 5.3 Powers and Functions of Block Development Officer The BDOs are a permanent part of the district administrative structure and his area of functioning is limited to the block level. The basic functions of a BDO are given below:- 1. He is the coordinating authority at the block level. He organizes efforts to ensure that the aims and objectives of development programmes are understood by the people in the block.
152 ? NSOU ? CC-PA-04 2. He exercises administrative control and supervision over the work of other officials posted in the block. He takes overall responsibility for formulating an integrated working plan for the block and also ensures the implementation of all development programmes taken at the block level. He also ensures proper utilization of funds placed at his disposal and maintains proper accounts and records in this regard. 3. He makes programmes in a manner that would ensure popular initiative and encourage people's involvement in the development process. The new administrative set up has come up with the advent of democratic decentralization in this country. And the role of the BDO has become very important. He is the chief executive officer of the Panchayat Samiti. The Panchayat Samiti works under his direct supervision. As the chief executive officer

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of the Samiti, he signs and authenticates all letters and documents for and on behalf of

this local self-government body. He also executes contract on his behalf. It is his duty to see that the plans and programmes of panchayat samiti are executed properly with efficiency. He supervises Panchayat activities at the block level. He supervises and controls the work of the government staff. He also possesses some financial powers. He acts as the treasury officer of the Panchayat Samiti and has the power to draw and disburse funds lying with

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the Panchayat Samiti. He prepares the budget of the Panchayat, with reference to the levy of taxes and their recovery, recovery of

loan advances and the like. He maintains regular accounts and it is his duty to remove the irregularities pointed out in the audit report. Thus the BDO is not only concerned with development work of the block but also other related functions like regulatory functions, fiscal functions and business functions. The regulatory function of BDO is to look after the Panchayat Samiti's performance in the traditional activities like maintenance of sanitary conditions, licensing of trades, preventing encroachment on the village roads etc. The fiscal functions of the BDO arise from the fact that the local bodies must have to raise their resources. The resources include taxes, fines, fees and loans. BDO is there to keep a strong vigil on all these areas. He has the responsibility to ensure that the business of the panchayat samiti is carried out according to government rules and regulations. He gives the notices of Panchayat Samiti meetings, prepares the agenda and records the proceedings of the meeting.
NSOU ? CC-PA-04 ? 153 5.4 Dual Responsibility The BDO is an officer in the state-cadre and he is responsible to his superiors in the government. His primary responsibility is to ensure the conformity of the block programmes to the rules stipulated by the government. Similarly he is subordinate to the Panchayat Samiti and he has to carry out its decisions and resolutions. The BDO should have to play the role of a mediator between the two sets of bodies, one bureaucratic and other democratic. 5.5 Democratic Decentralization and the BDO Under the democratic decentralization the collection of land revenue is largely entrusted to the Panchayat Samiti. Now the BDO has to play the role of land revenue collector and keeper of land records but under the instructions given by the democratically elected body, Panchayat Samiti. However the BDO has to face situations arising out of political cleavages in the local self-government bodies of the area. Being a member of the permanent executive he has to paperwork, he submits a large number of reports to the district magistrate, other district officers and development commissioner. As the chief executive officer of the Block he

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is to see that the plans and programmes approved by the

government are being implemented effectively. His other responsibilities in this connection are following : 1.

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He signs contracts and authenticates all letters and documents for and on behalf of the Panchayat Samiti subject to the prior approval of the appropriate authority. 2. He draws and disburses money out of Panchayat Samiti fund. 3. He takes appropriate steps to remove irregularities pointed out by the auditors about Panchayat Samiti accounts. 4. He inspects on behalf of the Panchayat Samiti the financial condition of the Panchayat in regard to the levy of taxes and their recovery of loans and maintenance of regular account. 5. He helps Panchayats to draw up plans and see that they conform to the plans and priorities of the Panchayat Samiti. He also sees that the construction programmes undertaken by the Panchayat conform to the standards laid down and completed within scheduled time. 154 ? NSOU ? CC-PA-04 6. BDO exercises supervision and control over extension officers and other employees of the Panchayat Samiti. 7.

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He formulates annual budget and places it before the Panchayat Samiti, prepares the annual administrative report and quarterly progress reports for the consideration of the Panchayat Samiti and send all these to Zila Parishad and the state

governments, all the

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resolutions and proceedings of the Panchayat Samiti to the Zila Parishad and the state governments. 8. He deals with all cases of fraud, embezzlement, theft or loss of fund or other property of the Panchayat

Samity and takes appropriate actions. As the secretary

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of the Panchayat Samiti, the BDO issues notices for the meetings of the Panchayat Samiti and standing committees under instructions from the Pradhan and Chairman of the respective committees. He attends all these meetings himself or authorizes a senior officer subordinate to him to attend such meetings. But he does not exercise right to vote while attending such meetings. He

also looks into it that the minutes of such meetings are recorded and circulated. 5.6 Administrative Role, Role during Emergency, Role in Development The BDO

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directs the execution of any work or act and incurring

the

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expenditure upon it which normally, requires the sanction of Panchayat Samity or its standing committee.

He also reports all such actions taken by him to the appropriate authorities. As the Secretary of the Panchayat Samiti he gives

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advice regarding the legality and the various consequences of a proposed course of action.

His administrative knowledge and experience gives him the opportunity to act as a moderator in Panchayat Samiti meetings. A competent BDO

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can win the trust and respect of the Panchayat Samiti members.

BDO as Leader of Development The most important role of the BDO at the block level is to give leadership to all development work at the field. He acts as a coordinator of all activities and the staff under his control. But his main responsibility is to provide constant leadership to all the staff in the field of rural development. He educates the members of the Panchayat Samiti in taking right decisions in respect of the programmes to be undertaken in the block and

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NSOU ? CC-PA-04 ? 155 involve them in the implementation of the development programmes. His role may be classified under the following categories:- 1. Assessment of needs and resources of all the villages in the block is done by him with the help of extension officer, gramsevaks and other village level workers. 2. After assessment he has to plan various rural development programmes by taking into account its viability in terms of the availability of resources at his disposal. 3. In the line of programme planning he has to pool various resources to match the programmes before they are implemented so that the programmes are carried out successfully as per his plans. In this regard to development management the BDO keeps track of different projects in his block, monitors performance and reports results to his higher authorities, the district magistrate and the Zila Parishad. He has to look into various rural development programmes which include rural works programme, rural water supply, food for work, public health, minor irrigation, agriculture development programme, primary school education, animal husbandry, rural employment and others. He also looks after special programmes like IRDP, Drought-Prone Area Programme, Jawahar Rozgar Yojna etc. The BDO leads the block in a number of ways. He organizes staff meetings, helps extension officers and workers, locates and fosters leadership in villages. He organizes village people for development work, ensures team work through proper motivation among staff members working in the block, keeps the people living in the block informed around the block activities etc. Finally the BDO looks after the general administration of the block and provides periodic information and reports to his higher authorities at the district level. He helps the elected representatives in their work. He accompanies the ministers and superior officers on tours. He looks after financial administration of the block. He prepares budget estimates for different development programmes at the block level. He obtains sanctions and pooling of the financial resources for the programmes. The target specific projects like tribal or SC/ST development work or beneficiary oriented projects are implemented and monitored from his office. As the executive officer of the Panchayat Samiti the BDO deals with the political leaders and notables of the block area. He also resolves the political disputes and reconciles competing demands arising out of different political interests and attitudinal groups of the area. Conflict between the BDO and the local leaders are very common because he

156 ? NSOU ? CC-PA-04 often opposes illegalities occurring at the block level. He is in charge of the Panchayat Samiti and his main duty is to see that the block level developmental activities are carried out in proper manner and accounts are kept in proper order. Political pressures in respect of beneficiary selection, distribution of projects among different locations and release of funds on local influence are a daily experience of a BDO. 5.7 Some problem areas We now take up certain problems connected with this office which tend to create difficulties in its smooth functioning. Among these the more pressing are two: (1) The frequent shift of B.D.O.s, from place to place or to other positions. (2) The lack of avenue for promotion. Shift of Personnel The frequent shift of B.D.O.s from place to place is obviously detrimental to the development programmes. When a person stays for a short period in a place he does not feel a sense of responsibility to the area in which he is placed. Also, he does not become emotionally involved in the programme. A development programme to be properly implemented needs staff with great zeal, enthusiasm, and patience. These qualities are not easy to develop when one is not involved emotionally in the programme. Not only that the B.D.O. may not develop emotional involvement he may not even feel a sense of sufficient responsibility for the decisions taken or for implementing the decisions taken. In all probability, he will not be there to face the consequences. The development programme can be effectively implemented when the person in charge has knowledge of the situation (resources — physical and social, the characteristics of the population, etc.). The situation can be understood only when a person has stayed long enough in an area. However, at present, by the time a B.D.O. begins to get a feel of the situation, he is often moved on to another area. This is likely to create frustration not only for the workers but also for the people. In the Panchayati Raj setup even the personalities of the members of the Panchayat Samiti have to be understood. Getting to know people takes time. Under these circumstances frequent shifts are likely to cause delay in the implementation of the development programme. Expert knowledge of any area or the people and their needs or the patterns of leadership and the functioning of various social institutions cannot be understood unless a person stays in an area for over a sufficient period of time.

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NSOU ? CC-PA-04 ? 157 One of the major incentives for a person to stay in a job is the possibility of promotion. For the B.D.O. there are hardly any avenues of promotion, particularly for those who have been recruited directly, and consequently the incentive to do good work is not very great. Avennes of Promotion Some thought needs to be given to the provision of avenues of promotion are: (1) Those having technical training may be given promotion in the departments concerned. (2) The B.D.O.s should be eligible for promotion as District Planning Officers, Deputy and Assistant Development Commissioners. (3) A certain percentage of the B.D.O.s should be eligible for promotion to the State Civil Service on the basis of their service record, aptitude, and capability; they may be assessed by the Public Service Commission after interviewing the candidates recommended by the Development Commissioner. (4) Academically better qualified B.D.O.s may be recruited as instructors in the training centres where the pay scale is higher. 5.8 Conclusion It is not uncommon to find government functionaries with limited training and experience in the field level. It is also noticed from experience that more the development effort is directed from above, the less it is able to relate to the local people. The quality of the field personnel in terms of their knowledge, skills and commitment is a critical issue in the implementation of the development programmes in the rural areas. And the BDO should have emerged as an important centre of local planning and development combining the efforts of the state government and the panchayats. 5.9 Summary ? In this unit we have learnt about the recruitment process of the Block Development Officer, his power and functions. ? This unit also examined the multifarious roles of the BDO.

158 ? NSOU ? CC-PA-04 5.10 Glossary ? Leadership: the action of leading a group of people or an organisation. ? Block: an administrative division of a sub division under a district. ? Politics: the activities associated with the Governance of a country or area 5.11 Model Questions ? What is meant by Block? ? Discuss the formation of Blocks. ? Describe the recruitment procedure of Block Development Officer. ? Discuss the primary functions of a BDO. ? Discuss the relationship between BDO and Panchayat Samiti Members. ? Do you think that the BDO is the coordinator of the Block? Discuss. ? Discuss the role of a BDO in a block. ? Do you think that BDO is the leader of developmental programmes at the Block Level? ? Write an essay on the role of a BDO as an administrator in the Block. 5.12 References ? Indian Administration- Mohit Bhattacharya (2018) World Press, Kolkata. ? Indian Administration- S. Maheswari (2018) Orient Blackswan. ? The post of a Block Development Officer (BDO) in the civil services Barnabas, A.P. (1961). The Block Development Officer Today. IIPA.

NSOU ? CC-PA-04 ? 159 BLOCK IV DISTRICT POLICE ADMINISTRATION

160 ? NSOU ? CC-PA-04

NSOU ? CC-PA-04 ? 161 Unit I Organisation of the Police Administration Structure 1.0 Objectives 1.1 Introduction 1.2 History of Police Administration in India 1.3 Organization at Central and State Level 1.4 Organization at Range Level 1.5 Organization at District and Sub-district Level 1.6

Conclusion 1.7 Summary 1.8 Glossary 1.9 Model Questions 1.10 References 1.0 Objectives ? To understand the history of police administration in India ? To analyse the role of police administration at different level 1.1 Introduction Police is one of the most ubiquitous organizations of society. Police refers to a body of officers representing the civil authority of government. English word police comes from Middle French ‘police’ (implying government, management, civil administration), which in turn derives from Latin word ‘politia’ (state, government), which itself comes from Ancient Greek word ‘polis’ meaning city. The term police first acquired its current meaning (a state power entrusted with law enforcement) around 1810. Police typically are responsible for maintaining public order and safety, enforcing the law and preventing, detecting, and investigating criminal activities. These functions are known as policing. Police are often

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162 ? NSOU ? CC-PA-04 also entrusted with various licensing and regulatory activities. In fact, policing is much older than the creation of a specialized armed force devoted to such a task. 1.2 History of Police Administration in India The activity of policing preceded the creation of the police as a distinct body by thousands of years. The first policing organization was created in Egypt around about 3000 BC. The Egyptian empire then was divided into 42 administrative jurisdictions; for each jurisdiction the Pharaoh appointed an official who was responsible for justice and security. He was assisted by a chief of police, who bore the title sab heri seker, or "chief of the hitters" (a body of men responsible for tax collecting, among other duties). As far as ancient India is concerned, there were officials by the name Jivagribhs mentioned in the Rig Ved and Ugras, mentioned in the Upanishads who appear to have been police officer. According to another important literary source – The Arthashastra, the Mauryan administration also had several important officers in charge of law and order like Dauvarika was responsible for the maintenance of law and order of the outer life of the palace, and Antarvansika was in charge of the peace and security in its inner life. The Dandapala, the Durgapala and the Antapala were essentially military officers who also discharged a good deal of police functions. The Durgapala in later times evolved into a Police Officer who came to be known as Kotapala and subsequently as Katuala (or Kotwal). In medieval India, Sher Shah, the famous Indo-Afghan ruler effectively organized different branches of the administrative system including the police. He continued with the traditional principles of local responsibility and held the village headmen responsible for the safety of the area within the village. In the Pargana, the Shiqudar and Amin shared between them the responsibility of policing and a group of Parganas formed a Sarkar under a Foujdar, who was the principal police officer and also the commander of the local army. The head of the city police in urban areas was known as the Kotwal. He not only continued to supervise certain municipal duties and to enforce public morals but he was also the head of the criminal Court of a Sarkar. The Kotwal's force patrolled the city at night and guarded the thoroughfares. He appointed a leading man as warden in every quarter who was responsible for seeing that no criminals were harboured by the people. The Kotwal maintained a register of the inhabitants of every quarter, kept himself informed of their activities and means of livelihood of the people in the city. He also took cognizance of every new arrival and departure in the city. During the Mughal period, the Governor of a province was called the Subhedar and under him were the Foujdars, who were in charge of sub-divisions. Though the Foujdar
NSOU ? CC-PA-04 ? 163 was mainly a revenue official, but he also had the responsibility of keeping the peace and dealing with robbers and other anti-social elements in his area. To help him in the police duties he had a number of Thanadars who were in charge of armed forces. The activities of the Foujdars and the Thanadars were confined to using military force for quelling rebellions and disturbances by bands of robbers. They did not investigate any criminal cases. The present police system structurally and functionally owes its existing to the various Acts and Enactments promulgated by the colonial rulers. The present Indian Police System is based on the Police Act of 1861. The Indian Police Act of 1861 was drafted by the British colonizers as a direct consequence of the first war of independence to ensure the police system's subservience to the executive and to remain authoritarian in its contact with the public. Under the Police Act of 1861, the police was made subordinate to the executive government, and the same position continues even today. The Indian Police Act (IPA) of 1861 is still the basic governing instrument of the Indian police force. It lays down the structure and functions of the police departments in the country. The current administration of the police falls under the Indian Police Act (IPA) of 1861, the Indian Penal Code (IPC) of 1862; the Indian Evidence Act (IEA) of 1872; and the Code of Criminal Procedure (CrPC) of 1861. According to article 246 of the Indian Constitution and section 3 of the IPA, the police force is a state subject and not dealt with at central level. Each state government has the responsibility to draw guidelines, rules and regulations for their respective police forces. These regulations are found in the state police manuals. Under Article 246 of the Constitution of India, police and public order are made state subjects; hence the police in India is maintained and controlled by the state governments. Although, police administration is a state responsibility, the union government can make laws and amendments to basic police laws like Indian Penal Code, Management of Indian Police Service etc. The Central Government also assists the state governments in maintaining law and order through its reserve units, like the Central Reserve Police Force, Border Security Force, Railway Protection Force, Central Industrial Security Force etc. Central Bureau of Investigation (CBI) and Central Intelligence Bureau (CIB) also provide assistance to the state police organizations in the fields of law and order, security and administration of justice. 1.3 Organisation at Central and State Level Article 246 (entry 2, List 11, Seventh Schedule) of the Indian Constitution enumerates police as a State subject. Police Administration, therefore, is a State responsibility. This

164 ? NSOU ? CC-PA-04 does not, however, minimise the role of Central Government in Police Administration. The Constitution itself enumerates a long list of subjects like All India Services, preventive detention, arms, ammunition, passports etc. in the union list. The Central Government's role in Police Administration is related to making laws on subjects included in Union and Concurrent lists and making amendments to the basic police laws like Indian Penal Code, the Code of Criminal Procedure, Evidence Act, etc. Administration of the States, policing the Union Territories, management of Indian Police Service, matters relating to arms and ammunition are also the responsibility of the Central Government. The Ministry of Home Affairs and the Department of Personnel plays the administrative and coordinating role. In maintenance of law and order, whenever required, the Central Government provides aid and assistance to the States. To discharge this function, the Central Government maintains a network of line and staff units all over the country. The Central Reserve Police Force, Border Security Force, Railway Protection Force, Central Industrial Security Force are some of the reserve units. Similarly Central Forensic Institutes, Police Wireless and Sardar Vallabhbhai Patel Police Academy are the staff units at the Central level. These apart, there are Central Bureau of Investigation (CBI) and Central Intelligence Bureau (CIB) also to aid the Central Government. These agencies, under the control of the Central Government provide assistance to the State Police Organisation in the fields of law and order, security and administration of justice in the country. Rules and regulations have been formulated for the operation of these agencies in the States. There are occasions when these rules are violated leading to tensions between the Central and State Governments. At the State level, the Police Administration is more or less uniform throughout the country. The Chief Minister or Home Minister is largely responsible for policy and supervisory functions. The Home Department coordinates and supervises the Police Administration in the State. It acts as a link between Central and State Governments. But the Inspector General of Police (IGP) or the Director General of Police (DGP) who is the Head of the State Police undertakes the real work. His office is called the Office of the IGP|DGP popularly called Chief Office. This office collects information and feeds it to the Government; advises political decision-makers like the cabinet and the ministers; supervises and controls line agencies. It organises training and acts as a clearinghouse of special police services. The IGP/DGP aids and advises the Government and exercises general supervision and control over the police department. He exercises administrative, personnel, and financial power. He provides leadership to the Police

NSOU ? CC-PA-04 ? 165 Administration in the State. He is assisted in his duties of IGP by the Deputy Inspector General of Police (DIGs) and Superintendents of Police (SPs) and other staff. They head the specialised branches like intelligence department, crime branch, transport department, training, armed forces, general administration, law and order etc. 1.4 Organisation at Range Level Many States are too big to be administered effectively and efficiently from a central point. It is not possible for the Head of the police that is the police chief or the DGP/IGP to keep in touch with the functioning of the entire organisation. Therefore, the police organisation in a State is divided into ranges for operational convenience. This is above the district and below the State level. This broadly corresponds to the divisional set up. Deputy Inspector General of Police heads each range. Each police range comprises a few districts. The number of districts in each range varies from 2 to 8 depending upon the size of the district, population, and importance of the district. The DIG functions as a staff officer to the State police chief and as a line officer to the district police. His functions include periodic inspections, receiving and processing reports and returns from districts, and issuing instructions to the district police functionaries. A major function of the range DIG is to coordinate the activities of district police and also take measures for inter-district cooperation. He is personally responsible for the enforcement of discipline among the police personnel under his charge. He exercises power of transfer and discipline over certain categories of personnel. He keeps a watch on the crime situation in the district particularly over grave offences like dacoity, murder etc. He also exercises control over police funds. The range of DIG's functions, thus, includes personnel management, budgetary control and coordination. He is responsible for the maintenance of efficiency and discipline of his staff. He ensures uniformity of procedure and securing cooperation between the police functioning in the districts, Police Administration - Field and Local within his range. He has to ensure harmonious relations between the police and the executive Magistrate. There are some criticisms about a range becoming a mere post office. It is criticised to be functionally superfluous. Some feel that inspite of range offices the workload of the State level offices has not been reduced and in fact it has been on the increase. The National Police Commission recommended that DIG of the range should play a positive role in functioning of the districts under his control. He should act as coordinating authority between districts in his range and with those of the adjacent ranges. It also

166 ? NSOU ? CC-PA-04 recommended that he/she should be a sensitive judge of public opinion and play an important role in planning and modernisation of the force. The commission felt that to be effective, the range of DIG should not have more than five districts under his control. It also recommended that for adequate supervision, territorial Inspector General of Police should be appointed in large States. They should not have more than 15 to 20 districts or 4-5 ranges under his charge. The Armed Battalions of the range should also be placed under the operational charge of the territorial IGP. They should be delegated administrative, financial, disciplinary and other power. This will reduce the workload on the DGP and enable him to concentrate on higher matters of policy and administration. 1.5 Organisation at District and Sub- District Level District is an important unit of the public administrative structure in the country. Almost all the State Government offices are located in the district. In Police Administration also district plays a pivotal role. All the laws and rules passed by the police are transformed into action at this level. District Police Organisation is responsible for the effective maintenance of law and order and control of crime. Police Administration at the district level is carried out by the chief of the district police, called Superintendent of Police, who is responsible for the maintenance of law and order, and other law enforcement activities. Technically, Superintendent of Police functions under the overall control of the Collector. He and his subordinate officers, in practice, enjoy operational autonomy in the discharge of their functions. The Collector as a District Magistrate is broadly responsible for preventive aspects; and the police is responsible for the control of crime, maintenance of law and order, etc. Police Administration below the district level is organised into divisions; divisions into circles; and circle into Police Stations. The organisation and working of Police Stations, marginally, varies between urban and rural areas. District Police work under the Superintendent of Police. He is always a member of the Indian Police Service and wields a great amount of power and prestige in the district. He is accountable to the Head of the range police that is Deputy Inspector General of Police

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for the maintenance of law and order in his district.

He is also accountable to

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the Director General of Police at the State Headquarters. The Superintendent of Police (

S.P) is responsible for the efficiency, morale and discipline of the police force in the district. He collects information about various aspects from the entire district and communicates the same to the State Government along with his own assessment.

NSOU ? CC-PA-04 ? 167 The Superintendent of Police is primarily responsible for the maintenance of law and order, and prevention of crime. He is empowered to take preventive measures to ensure peace in the district. He has to make adequate police arrangements during fairs and festivals as well as elections and agitations. If he apprehends untoward situations, he can advise the Collector to promulgate prohibitory orders and even to clamp curfew. He controls crime by patrolling, investigating and taking preventive measures. He also supervises the operations against crime and special branches working under him. He has many personnel and organisational responsibilities like adequate supply of arms, vehicles, uniform etc. He also has responsibilities regarding matters of training, promotion and discipline of the staff, maintaining financial property etc. He is the link between police organisation and people's representatives at the district level. He maintains coordial and friendly relations with people. In the district where important urban centers are located, he has responsibilities of regulating traffic and receiving VIPs. Thus, the SP occupies a pivotal and a powerful position not only in the district police organisation but also in the District Administration itself. The Additional Superintendent of Police assists him. The latter helps him in his day-to-day general administration. Deputy superintendents of Police, Circle Inspectors of Police, Sub-Inspectors of Police, Head Constables and Police Constables assist him in the enforcement of law and order at various levels. To assist him in undertaking his functions professionals and technical units are also placed at his disposal. The organisation at the district level broadly consists of two wings namely the District Police Office (DPO) and the Field Organisation. The general administration of the entire police in the district is carried by the DPO. It works under the SP or ASP, who is in-charge of the office administration and also exercises general control and supervision. The office administration is carried out by several sections like crime and statistics, crime bureau, audit and accounts, equipments and stores, etc. The DPO can be considered as the secretariat of the police and the nerve centre of the Police Administration in the district. To provide special assistance to the police, a number of field units function at the district level. The district armed reserve, the home guards, the women police, crime bureau, special branch, finger print unit, dog squad, transport unit are some of the field units supporting the district Police Administration. Sub-division For operational convenience, the district police organisation is divided into a number of sub-divisions. Police sub-division is a unit where police work is coordinated and

168 ? NSOU ? CC-PA-04 controlled. It is an intermediary link between police circles, police stations and the district police office. The police sub-division is under the charge of a Deputy Superintendent of Police or Additional Superintendent of Police. They are generally called Sub-Divisional Police Officers. The main work of the sub-division is to look into law and order matters, and discipline among the police force and other related matters at the sub-divisional level. A number of reports and registers relating to crime, security and other administrative aspects are maintained in the Sub-divisional office. The Sub-Divisional Officers are responsible primarily for the maintenance of law and order and crime control; collection and communication of intelligence; submission of periodic reports to the Superintendent of Police, inspection of Police Stations and Circle Offices. They also have an important public-relations role to perform. They act as a link between the Superintendent of Police and the Sub-Inspectors and Inspectors. Circles Sub-Divisions are further divided into police circles, which is a link between Police Stations and sub-division. This is the third tier in the district police organisation. Sometimes, the police circles are coterminous with taluka; sometimes with blocks; and sometimes they may not be in conformity with either of them. As there are no rules governing the formation of police circles, they vary in size from state to state and even in the state from circle to circle. The number of Police Stations in each police circle is determined on the basis of crime, population, area, topography, etc. Each circle may have 3 to 10 Police Stations. The Circle office facilitates smooth administration at the field level. Police Administration Inspector of Police is

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the Head of police circle. He is responsible for the maintenance of law and order,

and control of crime. He has to promote discipline among the policemen. He guides, advises, and supervises the work of Police at the local stations and the men working there. He also investigates grave crimes with the administrative assistance of supporting staff. As is the case with the divisional office, several registers and records are maintained at the circle level. They include communication register, case diary, circle information book, annual review of crime, crime charts, criminal intelligence file, etc. The Police Station is the lowest tier in the police organisation. It is here that the actual work of the police is undertaken. It is the basic and primary unit, which is responsible for the maintenance of law and order, prevention and control of crime and protection of life and property of the community.
NSOU ? CC-PA-04 ? 169 1.6 Conclusion In sum, it can be stated that the structure and mechanism of district police administration has been too static to face the dynamism of change. There is over centralization in the police organization at the district level. Today the police at the district level have to perform specialized and innovative functions but the old organizational structures have yielded little room for specialization and innovation in police department. Moreover, the changing context in the post-independence period presents a bewildering picture of the district police organization in which the Superintendent of Police (SP) is too high and too far away from the actual scene of police operations and the Sub-Inspector (SI) is inadequately qualified and ill trained to handle growing complex situations of changing India. There is an urgent requirement for autonomous, politically insulated and flat structures at the district level as far as police organization is concerned. For this to happen there is a need for a thorough overhaul and reorganization of the police machinery at all levels of hierarchy, especially at the district level. 1.7 Summary ? This units presents a brief history of the role of police administration in India. ? In this section we have explained the organisation of the police system in India at various levels, such as central and state levels, range level, and district and sub district level. 1.8 Glossary ? Central forensic institutes: these are specialised institutes which provide various kinds of scientific aids to the police forces in the detection of crime 1.9 Model Questions ? Give an account of the history of police administration in India. ? Discuss police administration in India at the state level. ? Discuss the organisation of police at the district level. ? Describe the organisations and functions of a 'Range'.
170 ? NSOU ? CC-PA-04 ? Discuss the rank structure in a Police Force. ? What is the importance of a police? Explain. ? What is the lowest tier of the police organisation in India? Indicate its functions. ? What are the duties of a sub divisional police officer? Discuss. ? Write a short note on the Indian police act of 1861. 1.10 References ? Anupam Sharma and Anupam Manhas, Police Administration in India : The Legal Development, (2015), Regal Publications. ? Administration of Police Training in India, K. M. Mathur (2013), Gyan Publishing House.
NSOU ? CC-PA-04 ? 171 Unit II Superintendent of Police : Functions and Role Structure 2.0 Objectives 2.1 Introduction 2.2 Power, Functions and Role of the Superintendent of Police 2.3 Duties of Superintendent of Police 2.4 Govt. of India Code of Conduct for Police 2.5
Conclusion 2.6 Summary 2.7 Glossary 2.8 Model Questions 2.9 References 2.0 Objectives ? To understand the power, functions and role of the Superintendent of Police ? To analyse the Government of India's code of conduct for police ? To describe the duties of the Superintendent of Police 2.1 Introduction The District Police organization is represented by its chief, the Superintendent of Police (SP). He is always a member of the Indian Police Service and wields a great amount of power and prestige in the district. The volume of work which depends upon the size and special demographic characteristics of the district, generally determines the size of police network and the functions of the Superintendent of Police (SP). The Superintendent of Police (SP) coordinates the functions of the heads of the district police lines, district crime bureau, district special branch, district traffic branch and the district prosecution branch. As a police chief, he has to work in close liaison and collaboration

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172 ? NSOU ? CC-PA-04 with his administrative seniors at the range and state headquarters. As the chief intelligence officer of the district, he collects special intelligence from the lower levels and communicates the same to his superiors. He also acts as a line agency on behalf of the state organization of the CID, which, in turn, may ask him to undertake certain special kinds of intelligence operations on the request of Union agencies like CBI. The SP always keeps the senior police officials of the government constantly informed about the incriminating activities of the saboteurs of peace and enemies of the state. He sends periodic information to the DIG (Intelligence) at regular intervals. 2.2 Power, Functions and Role of the Superintendent of Police As a captain of his team, the SP has a critical say in the policies pertaining to recruitment, promotion, training programmes and disciplinary matters. He evaluates the performance of his administrative subordinates and takes disciplinary actions as and where needed. To affect discipline in the force he attends parades, gives personal interviews and recommends cases for promotion, punishment and transfers to his seniors. The SP thus looks after the service conditions of the junior police employees working under his charge. He maintains financial propriety by observing rules and is expected to affect measures conducive to internal economy for the organisation. He supervises the office work of his civilian officials, who handle the inflows and outflows of all kinds of communications, horizontally as well as vertically. The functions of the SP further include various kinds of organisational and personnel responsibilities at the district level. He has to maintain an adequate supply of vehicles, arms, communications, equipments and other accessories like uniforms, etc., in a good shape. He inspects police stations within the jurisdictional limits of his district and provides for necessary physical conditions to keep his men working in a satisfactory state of morale and motivation. In districts which territorially include big cities, the SPs have additional and special responsibilities such as regulation and control of traffic, and handling law and order situations like political and communal conflicts. In the event of a serious conflict, he is expected to make adequate police arrangements to cope with the situation and restore order and peace in the district. The district police headquarter controls the network of police stations spread all over the district. The superintendent of police, who presides over this organization, is the key functionary through whom the state government operates and the

NSOU ? CC-PA-04 ? 173 police stations look to him for command, guidance and action. He is directly responsible for their efficiency, morale and discipline. The SP also is in charge of crime control in his district. This function of crime control is done in several ways like arranging effective police patrol in crime prone areas in the district, investigation of grave crimes and making and receiving special reports about these cases; and administrative supervision over his subordinates who keep constant vigilance, take preventive measures, and maintain up-to- date records of criminals in the district. The SP has to call for reports, supervise in person and visit the scenes of crime soon after their occurrence. Democracy in the country has developed a new responsibility upon the SP and that is to evolve and maintain friendly and cordial police-public relations in the district. The aggrieved people are given special audiences and the co-operation of the political leaders of the area is sought. He has to act as a reconciliatory link between his junior police officers and the aggrieved parties, which hurl all sorts of accusations against the former. Some SPs maintain special research cells or police-public relations units in their organisations to keep their fingers on the pulse of the people. He organizes sports, tournaments, annual get-together and special meets to keep his district force in high spirits. He undertakes police welfare projects and provides incentives to his juniors for better performance. As head of the office, he is personally responsible for the correctness of cash and store accounts of his department. 2.3 Duties of Superintendent of Police 1) The Superintendent of Police should consider it a part of his duty, as far as possible, to give the sub-Divisional Officers the benefit of his personal guidance and instruction, whenever necessary. 2) As the Chief Police officer of the district, the primary duties of the superintendent of Police are to keep the force under his control properly trained, efficient and contented and to ensure by constant supervision that the prevention, investigation and detection of crime in his district are properly and definiently dealt with by the Police force under his command. He must, therefore, get to know all officers and men serving under him and see that they are properly trained. He must enforce discipline, if any, and encourage men who are promising and weed out those who are of no use to department. At the same time move constantly, be in touch both with his subordinates and with the public. He should pay surprise

174 ? NSOU ? CC-PA-04 visits to his Police Stations at regular intervals and check up whether officers and men are alert. 3) It follows that he should be free to tour the whole of his district systematically and regularly, and it is essential that he should inspect every Police Station and Outpost in his district once a year and also that he should halt at these places sufficiently long to enable him to get a thorough grasp of local conditions and crime and a full knowledge of his subordinates' work. 4) The Superintendent of Police must deal with crime as a whole studying the criminal problems of his district rather than visiting spasmodically scenes of offences, a duty which more properly falls upon the Sub-Divisional Officer. The Superintendent of Police, must however, visit scenes of really serious offences where organized crime is indicated or organized gangs are at work, as well as offences which affect markedly the general peace of the district. 5) The Superintendent of Police shall treat the Spl.IGP confidentially & frankly, give him all inspection & inquiries and consult him confidentially in all the difficulties and about all the short comings in the police work of his district. 6) Every superintendent of police should visit sick policemen in hospital regularly once a week at least. It is extremely desirable that every policeman should feel that this superior officer takes an interest in his welfare and such visits are calculated to ensure greater attention being paid to the men. Further, this practice enables the Superintendent to deal promptly with cases in which for any reason the disbursement of a sick policement's pay has been delayed. Duties of Additional Superintendent of Police The Additional Superintendent of police should give the SDPOs under him, guidance and instructions, whenever necessary. He is responsible for the general supervision of the divisions under him. In absence of Superintendent of Police he will be responsibile for the district force. He should ensure by constant supervision that the prevention, investigation and detection of crime in his jurisdiction are properly and efficiently dealt with by the police station under his command. He should enforce discipline and redress grievances. He should pay surprise visit to the police stations. He should keep vigil whether officers and men are alert. He should deal with crime as a whole studying the criminal problems. He should also visit scenes of serious offences reported in his jurisdiction.
NSOU ? CC-PA-04 ? 175 Duties of Sub-Divisional Police officers 1) An Assistant or Deputy Superintendent of police in charge of a sub-division will be responsible for all crime in his charge, and will visit all scenes of serious offences as laid down in the standing orders. Under the general orders of the Superintendent of Police, he will be responsible for the efficiency and discipline of the officers and men in his division and will hold detailed inspections of Police Stations and Outposts in this charge at regular intervals at least once a year. 2) In addition to the above, Sub-Divisional Officers will be responsible for the inspection of public conveyances playing for hire in their charges, inspection of explosives, arms and ammunition, shops, taking musketry practices, etc. and the many other duties that fall to the lot of a Sub-Divisional Officer in the ordinary course of his work. 3) Sub-Rule (6) of Rule 24 in the matter of visiting sick policemen in hospitals applies also in the case of Sub-Divisional Officer. Duties of Home Dy. S. P. 1) The home Dy. SP. is a Senior Officer of the Superintendent of Police office. As the services of the Sub-Divisional Police are utilized for crime and visiting of all scenes of serious offences in their charges, it is essential that the headquarters town and the actual Police Head– quarters as well as the Head Police office should be under a responsible officer to deal with any sudden emergency that may arise and to see that the work is properly done in the absence of the Superintendent of police. The duties of the Dy.SP. will be : a) To supervise the work in the correspondence and accounts branches. b) To dispose of routine correspondence and miscellaneous work. c) To supervise the work of the town and Headquarters police during the absence of the Superintendent of Police. d) To check initial account papers.

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176 ? NSOU ? CC-PA-04 2.4 Govt. of India Code of Conduct for Police Code of conduct for police in the country which was adopted at the Conference of the Inspectors General of Police in 1960, is as follows : 1. The police must bear faithful allegiance to the Constitution of India and respect and uphold the rights of the citizens as guaranteed by it. 2. The police should not question the propriety of necessity of any law duly enacted. They should enforce the law firmly and impartially without fear or favour, malice or vindictiveness. 3. The police should recognize and respect the limitations of their powers and functions. They should not usurp or even seem to usurp the functions of the judiciary and sit in judgement on cases to avenge individuals and punish the guilty. 4. In securing the observance of law or in maintaining order, the police should as far as practicable, use the methods of persuasion, advice and warning. When the application of force becomes inevitable, only the irreducible minimum of force required in the circumstances should be used. 5. The prime duty of the police is to prevent crime and disorder and the police must recognize that the test of their efficiency is the absence of both and not the visible evidence of police action in dealing with them. 6. The police msut recognize that they are members of the public, with the only difference that in the interest of the society and on its behalf they are employed to give full time attention to duties which are normally incumbent on every citizen to perform. 7. The police should realize that the efficient performance of their duties will be dependent on the extent of ready cooperation that they receive from the public. This, in turn, will depend on their ability to secure public approval of their conduct and actions and to earn and retain public respect and confidence. 8. The police should always keep the welfare of the people in mind and be sympathetic and considerate towards them. They should always be ready to offer individual service and friendship and render necessary assistance to all without regard to their wealth and/or social standing.
NSOU ? CC-PA-04 ? 177 9. The police should always place duty before self, should maintain calm in the face of danger, scorn or ridicule and should be ready to sacrifice their lives in protecting those of others. 10. The police should always be courteous and well mannered; they should be dependable and impartial; they should possess dignity and courage; and should cultivate character and the trust of the people. 11. Integrity of the highest order is the fundamental basis of the prestige of the police. Recognizing this, the police must keep their private lives scrupulously clean, develop self-restraint and be truthful and honest in thought and deed, in both personal and official life, so that the public may regard them as exemplary citizens. 12. The police should recognize that their full to the potential to the State. It is best ensured only by maintaining a high standard of discipline, faithful performance of duties in accordance with law and implicit obedience to the lawful directions of commanding ranks and absolute loyalty to the force and by keeping themselves in the state of constant training and preparedness. 13. As members of a secular, democratic state the police should strive continually to rise above personal prejudices and
promote harmony and the spirit of common brotherhood amongst all the people of India transcending religious, linguistic
and regional or sectional diversities and to renounce practices derogatory to the dignity of women and disadvantaged segments of the society. Police is an important instrument who is responsible for maintaining peace and order in the country. A country is able to live peacefully, wiithout insecurities if the police performs its functions and duties efficiently and effectively. Police Act 1861 and Model Police Act, 2006 specifies the administration, role, duties and powers of Police Department. Further, The code of Criminal Procedure, 1973 empowers police officers to conduct investigation, make arrest including preventinve arrest, requires attendance of witnesses, etc. 2.5 Conclusion Thus, the functions and duties of a SP in a district are fairly wide, varied and far- reaching. They make him a central person in the district administration. His main functions are certainly preservation of peace and prevention of crime but the ancillary roles that
178 ? NSOU ? CC-PA-04 grow around these major functions like collection of intelligence, traffic control, inculcation of healthy public relations, make him a really powerful district officer who occupies a pivotal position in district administration. 2.6 Summary ? We have learnt about the role of the Superintendent of Police as the chief of the district police administration. ? We have analysed the power, functions and duties of the Superintendent of Police. ? We have learnt about the code of conduct for the police. 2.7 Glossary ? Code of conduct: a set of rules outlining the norms, responsibilities and the proper practices of an individual or a post. ? Social responsibility: an ethical framework in which an individual is obligated to work. 2.8 Model questions ? Discuss the power and functions of the Superintendent of Police in India. ? Analyse the role of the superintendent of police as the chief of the district police administration. ? Discuss the Government of India's code of conduct for police. ? Describe the duties of the superintendent of police. ? What are the responsibilities of police as mentioned under the model Police Act 2006. ? What is the significance of the post of the superintendent of police? Explain. ? Examine the role of the SP in regards to the control of crime in the district. ? What is the role of the SP in the police-public relations in the district? ? Indicate the role of the SP as a line agency.

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180 ? NSOU ? CC-PA-04 Unit III District Magistrate and Superintendent of Police : Relations Structure 3.0 Objectives 3.1 Introduction 3.2 Relations between District Magistrate and Superintendent of Police 3.3 Police Commissionerate System and the Dual System 3.4 Conclusion 3.5 Summary 3.6 Glossary 3.7 Model Questions 3.8 References 3.0 Objectives ? To explain the relationship between the District Magistrate and the Superintendent of Police. ? To understand the Dual System and the Commissionerate System of control. 3.1 Introduction The District Magistrate is the pivot of district administration, representing, as he does, the government in its totality within his territorial jurisdiction. Each district is in charge of a District Magistrate who is the main link between the State Government and the people and the de-facto chief executive and administrator of the area under his charge. The District Magistrate is

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the principal representative of the State Government in the district

in whom all threads of local administration are concentrated, directly or indirectly.
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District Magistrate is responsible for the maintenance of law and order in the district,

in which task he is assisted by the district police force. There is no denying that the problems of law and order have now become more complex and difficult. Strikes
NSOU ? CC-PA-04 ? 181 and demonstrations usually take a violent turn without much provocation. In addition to these, there is the problem of political violence which acts as the direct threat to peace and security. Since these problems have a far-reaching effect on our society, the authority in charge of law and order should not only be responsible for the maintenance of law and order, but should also have an organization to study and understand the causes of discontent which result in lawlessness. Moreover, the situation demands that nothing should be done to weaken the law and order machinery in the district. In this context, the relations between the District Magistrate and the Superintendent of Police need to be examined. This question was initially examined by the Indian Police Commission of 1902- 03. The Indian Police Commission of 1902-03, which was presided, over by Sir Andrew H.L. Fraser, examined the question of relationship between the District Magistrate and the Police. According to the Commission, the object of Act V of 1861 "was to make the Superintendent primarily responsible for the administration of the district police. But the police force was to be an efficient instrument at the disposal of the District Magistrate for the prevention and detection of crime. Therefore the work of the Superintendent must be done under the general control and direction of the Magistrate and subject to his orders. It was essential to preserve the responsibility of

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the District Magistrate for the general success of the criminal administration of the district, and

to afford him prompt means of ensuring the obedience of the organised constabulary to his lawful orders. The Commission further observed: "The police force, though bound to obey the Magistrate's orders in regard to criminal administration, should be kept as far as possible departmentally distinct and subordinate to its own officers. And the District Magistrate should avoid acting so as to weaken the influence and authority of the Superintendent." The Commission came to the definite conclusion that "in the interests of the people the police must remain under the general control and direction of the District Magistrate." The then Government of India agreed to the views of the Commission on the question of relations between the District Magistrate and the police. Subsequently, several other Police Commissions, including the West Bengal Police Commission of 1960-61, have also considered this question. Under section 4 of

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the Police Act of 1861, (Act 7 of 1861), the administration of the police in a district vests in the District Superintendent of Police under the general control and direction of the District Magistrate. Thus, while there

can be no doubt that police administration in a district vests in the District Superintendent of Police, the Act mentions that his powers will be subject to the general control and direction of the District Magistrate. The relations between the 182 ? NSOU ? CC-PA-04 District Magistrate and the police may be summarized as under: The District Magistrate has no authority to interfere in the internal organization or discipline of the police force, but he may call for the papers relating to the conduct or character of any police officer of his district and may direct an enquiry into a police officer's misconduct. It is incumbent on the Superintendent of Police to afford the District Magistrate all possible assistance in the criminal administration of the district and to keep him informed of all matters affecting the peace of the district. An important part of the District Magistrate's duty is to inspect the police stations of his district. He is to exercise constant supervision over the prevention and detection of crime, for the proper conduct of which he is ultimately responsible. The District Magistrate writes the confidential character rolls of the Superintendent of Police and other gazetted police officers in his district. Working under the overall supervision of the DM, the SP looks after the problems of law and order and that of the administration of crime and vice in the district. The SP is empowered to take all sorts of preventive measures, if a breach of peace is apprehended in the district. To avoid untoward situations, he may advice the DM to issue prohibitory orders and even to clamp curfew, if the situation so warrants. In the event of actual breach of peace, he is expected to make adequate police arrangements to cope with the situation. In post-independence period, at least four Commissions, namely, the Police Commissions of Uttar Pradesh (1960-61), West Bengal (1960-61), Bihar (1961), and Punjab (1961-62), have gone into this question and all of them are generally of the view that there should be no change in the relations between the District Magistrate and the police. The West Bengal Police Commission of 1960-61, under the Chairmanship of K.C.Sen, was of the following opinion: "We think it important that the District Magistrate's position, as the officer ultimately responsible for the Police administration in his district, should not be whittled away or allowed to be whittled away in any manner, although he may have many other duties to at bend to." The First Administrative Reform Commission also had similar views in regard to the relations between the District Magistrate and the police. According to the First Administrative Reforms Commission- "the

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District Magistrate as the head of the regulatory administration in the district should exercise general supervisory control over the police organisation in the district. Except in an emergency, he should not interfere with the internal working of the police administration."

It may be observed here that the provisions of law which vested in the District Magistrate's general powers of control over the district police are as valid today as they were when enacted

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NSOU ? CC-PA-04 ? 183 in 1861. In other words, the existing relations between the District Magistrate and the police in his district continue unchanged. 3.2 Relations between District Magistrate and Superintendent of Police For the purpose of efficiency in the general administration of the district, it shall be lawful for the District Collector-cum-District Magistrate, in addition to the provisions of the Criminal Procedure Code and other relevant Acts to coordinate the functioning of the Police with other agencies of the district administration in respect of the following : (a) matters relating to the promotion of land reforms and the settlement of land disputes ; (b) matters relating to an extensive disturbance of the public peace and tranquility in the district ; (c) matters relating to the conduct of election to public body ; (d) matters relating to the handling of natural calamities and the rehabilitation of the persons affected thereby; (e) matters relating to situations arising out of any external aggression; (f) any similar matter not within the purview of any other department and affecting the general welfare of the people of the district; (g) serious fire accident causing death, injury and loss to the properties calling for immediate relief measures ; and (h) for removal of any serious public grevance and removal of serious encroachments by the orders of the Court or the Government or the Railway authorities. The District Magistrate may call for information of a general and special nature as and when required form the Police or any other agency connected with the general administration of the district. The Superintendent of the concerned district shall render all the requisite and available assistance to the District Collector-cum-District Magistrate having jurisdiction. In case of the matters relating to the regions, the Superintendent of Police and the Sub-divisional Magistrate in-charge of the sub divisions will combine and work together to do the needful.

184 ? NSOU ? CC-PA-04 Coordination means to combine or integrate harmoniously for the purpose of carrying out the above functions. The District Magistrate and the Superintendent of Police and their SDMs and DSPs shall also adhere to the following : (i) The District Magistrate shall not interfere in questions of recruitment, transfer, internal economy, organisation and with the administrative, disciplinary and other details of the force. The District Magistrate, when exercising his powers, shall also refrain from any action likely to weaken the authority of the Superintendent of Police. The relationship between the DM. and the SP should be that of two colleagues working at a common end. (ii) The Superintendent of Police shall cooperate with the District Magistrate for the purpose of coordination, as specified above. Utmost harmony, coordination and cooperation of the two functionaries alone can secure the maintenance of public peace in the areas. (iii) The maintenance of personal contact by meetings, consultations and joint visits or tours, whenever possible between the D.M. and SP will contribute the most to the fulfillment of their joint function of preserving law and order. (iv) All communications between the District Magistrate and the Police, shall be conveyed through instructions and orders. (v) For the purpose of speedy security proceedings U/s 107 & 110 Cr. P. C., for the maintenance of the peace of the area, the Sub Divisional Maginstrate and the Superintendent of Police concerned shall exhibit their joint efforts and energy. The relative responsibilities and powers of the Magistracy and the Police in the event of an emergency arising out of a Law and Order problem are covered under the provisions of the Criminal Procedure Code. Under sections 129 and 130 of Cr. P. C., it is open to a Magistrate or to an Officer in-charge of a Police Station to disperse by force an unlawful assembly or a riotous mob. The force which may be used on such occasions may be any kind of force appropriate to the occasion and will include the use of fire arms. But, it should only be the minimum force necessary under the circumstances. Fire should not be opened by the Police otherwise than under the specific direction of a Magistrate except under extreme situations in self-defence, when the justification for opening fire would be open for scrutiny and the responsibilities for it would lie on the Police.

NSOU ? CC-PA-04 ? 185 It may be noted that the above instructions act as a safeguard also. In case of an inquiry on the necessity to open fire, etc., it is the decision of the Magistrate that is under inquiry and the Police will have no responsibility as long as they have followed all the instructions implicitly. The construction of references to the term "Magistrate" within the meaning of Section 3 Cr.P.C. will distinguish the power and functions of the Judicial and Executive Magistrate. The function exercisable by a "Magistrate" relates to matters. (a) Which involve the appreciation or shifting of evidence or the formulation of any decision which exposes any person to any punishment or penalty or detention in custody pending investigation, inquiry or would have the effect of sending him for trial before any court, they shall subject to the provisions of the Code of Criminal Procedure be exercisable by a Judicial Magistrate. (b) Which are administrative or executive in nature, such, as the granting of a licence, the suspension or cancellation of a licence, sanctioning a prosecution or withdrawing from a prosecuution, they shall be exercisable by an Executive Magistrate. 3.3 Police Commissionerate System and the Dual System Historical Background ? Policing is based on the Police Act of 1861. ? Under the colonial system, the dual system of police administration was introduced. ? The overall in-charge of a district or region was the District Collector and the Superinendent of Police (SP) reported to him. ? The primary objective of the British was revenue collection in rural India. They needed a force that could support this objective and unleash tyranny and oppression when needed to suit the objective. The worst of officers from the British police were sent to India. So there was a need to put them under the District Collector. That system continued to post-Independence period.
186 ? NSOU ? CC-PA-04 ? The British also brought the Police Commissionerate System first in Kolkata and followed it in Mumbai and Chennai Presidencies. The system was introduced even before the Police Act of 1861 ? The commissionerate system is considered a step toward police reforms. Directions of the Supreme Court in Prakash Singh vs Union of India ? In 1996, a petition was filed before the Supreme Court that raised various instances of abuse of power by the police and alleged that police personnel perform their duties in a politically partisan manner. ? The Supreme Court issued its judgement in 2006, ordering the centre and states to set up authorities to lay down guidelines for police functioning, evaluate police performance, decide postings and transfers, and receive complaints of police misconduct. ? The court also required the minimum tenure of service be guarantced to key police officers to protect them from arbitrary transfers and postions. Police Commissionerate System ? Delhi turned into a commissionerate during 1977-1979. ? National Police Commission's 6th report released in 1983 recommended the commissionerate system in cities with a population of 5 lakh and above as well as in places having special conditions. ? In 2005, Draft Model Police Act, framed by a committee, set up by the Home Ministry also made a similar recommendation saying metro cities and major urban areas with a population of 10 lakh or more should have commissionerate system. ? As of January 2018, the system has been implemented in 61 cities across 15 states in the country. (BPRD data, 2018). Constitutional/Legal Provisions ? Under the 7th Schedule of the Constitution, Police is under the State list. ? Political executive (i.e., ministers) has the power of superintendence and control over the police forces to ensure their accountability.
NSOU ? CC-PA-04 ? 187 ? The centre is also allowed to maintain its own police forces to assist the states with ensuring law and order. Therefore, it maintains seven central police forces and some other police organisations for specialised tasks such as intelligence gathering, investigation, research and record-keeping, and training. ? The centre is responsible for policing in the Union Territories. It also extends intelligence and financial support to the state police forces. ? State police forces generally have two arms: civil and armed police. ? The civil police are responsibile for day-to-day law and order and crime control. ? Armed police are kept in reserve until additional support is required in situations like riots. ? Civil police forces broadly adhere to the hierarchical structure. Dual System ? The state government exercises control and superintendence over the state police forces. ? At the district level, the District Magistrate also gives directions to the Superintendent of Police and supervises police administration. ? The powers such as issuing orders for preventive arrests or imposition of Section 144 cr PC are vested in the DM. Commissionerate System ? In some metropolitan cities and urban areas, however, the dual system has been replaced by the commissionerate system to allow for quicker decision-making in response to complex law and order situations, rising population and rapid urbanisation. ? The police have a greater say in resolving land disputes. However, removal of encroachments and other land-related problems would need the presence of a Magistrate to lead the police.

188 ? NSOU ? CC-PA-04 Need for Commissionerate System ? Commissionerate system is considered the most authoritative system of policing, not only in other progressive countries but also in the states of the country. ? The system brings greater power and responsibility on the Police system and the possibility of passing the buck on Magistrates is eliminated. ? It is considered essential in cities with a large population. ? Now, suggestions are being made that it should be implemented at least in the cities with a population of 20 lakh. ? Big cities generally throw law and order problems and other problems viz., student agitations, caste-communal problems, labour agitations, agitations related to laws passed by the governments. ? This requires very specialised handling and requires coordination at every stage. There can be a difference of opinion between officials. Hence, these multifarious, complicated issues need unity of command. Dual System Dual command structure over the district police means that control and direction over the police vests with the SP (head of district police) and the District Magistrate (executive). Separation of powers of the DM (e.g. Issues arrest warrants and licenses) and the police (e.g., investigate crimes and make arrests). Less concentration of power in the police, and accountability to DM at the district level. SP is assisted by Additional/Assistant/ Deputy SPs, Inspectors and constabulary. Commissionerate System Unified command structure with the Commissioner of Police (rank of the Deputy Inspector General or above) as the sole head of the force within the city. Allows for quicker response to law and order situations. Powers of placing the magistracy concentrated in Commissioner. Directly accountable to the state government and state police chief. Lesser accountability to the local administration. Commissioner is assisted by Special/Joint/ Additional/ Deputy Commissioners, etc. Inspector downwards rank structure is the same. Differences between the Dual System of Control and the Commissionerate System

NSOU ? CC-PA-04 ? 189 ? In the present case of UP, Noida shares borders with the National Capital which already has a commissionerate system, after the implementation of he commissionerate system in UP, there would be better coordination in policing. ? Moreover, in Mumbai, the system has been proved successful in handling complex issues of Mumbai which also had faced the problem of the underworld. ? Even in the commissionerate system, unfettered power is not given to the police. Police are answerable to ministers and courts. Concerns ? When the system is introduced, initially, there can be adjustment and understanding issues. Certain legacy issues and other issues like delegation of authority and better integration will have to be addressed. ? In some states like UP, the police already have immense power. Questions are raised quite often on the functioning of the cops. People are generally scared of the police and the cops have also failed to win public confidence. ? People largely trust the civil administrative officials and feel more comfortable in interacting with them because they create balance in society. ? Further, there are several occasions when protests are of a civil nature and can be dealt with by the District Magistrate. Police action in such matters can complicate the situation. ? This system works better in states where the literacy ratio is higher and people have wide knowledge about law and their fundamental rights. Way Forward ? The Commissioncrate system brings great power to the Commissioner of Police hence it calls upon a degree of restraint in using power, which in the present scenario has not been necessarily demonstrated. ? Therefore, the selection of Commissioner becomes crucial. an officer who has a wider knowledge of handling crime, investigation in the complex urban-centric milieu and has the capacity to both restrain and increase power will do well. ? We can say that the system gives more powers to the police force and the officers but also added responsibility to ensure that those powers are handled in

190 ? NSOU ? CC-PA-04 a responsible manner. As it is rightly said, “With great power comes great responsibility.” ? An efficient commissionerate system would result in better detection of crime, the better quality of investigation, increased conviction rate, protection of the rights of people, and decline of the crime rate. 3.4 Conclusion India’s existing police system suffers a series of deficiencies from problems relating to a police organization, environment, infrastructure, and understaffing, to obsolete weaponry and intelligence gathering techniques to a shortage of manpower, to corruption, the police force in the country is not in good shape. Therefore, there is an urgent need for holistic police reforms. Since, Police, Law and Order are subjects of state list, the government can start by urging all states to implement the recommendations given by the supreme court in Prakash Singh case. 3.5 Summary ? This unit discusses the various dimensions of the D.M. – S.P. relationship in Indian administration. ? This section also examines the Police Commissionerate System and the Dual System of control. 3.6 Glossary ? Commissionerate System : In the Commissionerate System the Commissioner of Police (C.P.) is the head of a unified police command. ? Dual System of Control : In this system the Superintendent of Police (S. P.) has to work with District Magistrate (D. M.) for supervising police administration. 3.7 Model Questions ? Discuss the nature of relationship between the District magistrate and the Superintendent of Police in India.

NSOU ? CC-PA-04 ? 191 ? What were the important observations of the West Bengal Police Commission of 1960-61 in regard to the relationship between the D. M. and S.P. ? Explain. ? Discuss the differences between the Dual System of control and the Commissionerate System in the context of D.M.–S.P. relationship. ? What were the recommendations of the Indian Police Commission 1902-03, about the relations between the District Magistrate and the Superintendent of Police ? Discuss. ? What are the views expressed by the first Administrative Reform Commission in regard to the relation between District Magistrate and the Police ? ? Examine the role of the D.M.

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as the head of the regulatory administration in the district. ?

What are the urgent needs of the district level police structure for handling growing complex situations in changing India ? Discuss. ? Examine the needs for the Commissionerate System. ? What are the Constitutional/Legal provisions for the D.M. – S.P. relationship in India ? 3.8 References ? Padhi, A. P. 1988, State Administration in India, Uppal Publishing House, New Delhi. ?

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Ram, D. S., 1996, Dynamics of District Administration : New Perspective, Kanishka, New Delhi. 192 ?

NSOU ? CC-PA-04 Unit IV Police and the Public Structure 4.0 Objectives 4.1 Introduction 4.2 Relationship between Police and the Public 4.3 Concept of people friendly police 4.3.1 Characteristics of people friendly police 4.4 Community Policing 4.4.1 Varities of Community Policing 4.5 Conclusion 4.6 Summary 4.7 Glossary 4.8 Model question 4.9 References 4.0 Objectives ? To understand the relationship between police and the public ? To explain the concept of people friendly police ? To understand community policing 4.1 Introduction Police image in a society depends on the degree of equanimity it has with public expectation. The expectations of the public are changing with time. As far as the police are concerned, the public is not a homogeneous entity. It is composed of many diverse and at times opposite interests. There is a challenge in front of the police to meet these expectations. A healthy police-public relationship is vital to secure the desired measure of public involvement in the police operations to make it acceptable to society. The very basis of the law and order in the society is public support, without the support of the

NSOU ? CC-PA-04 ? 193 public; no government can maintain law and order in the society. Moreover, no policeman can succeed unless he gets public support. Thus, according to Radelet, police-public relations imply, "the reciprocal attitude of the police and the public to the expected and performed tasks of the police, and to involve general public relations, community services and community participation." The British Institute of Public Relations explained public relations as "the process of establishing and maintaining mutual understanding and appreciation between an organization and its public, through effective two-way communication." Today India is going through a very difficult phase when the country is convulsed by lawlessness of unprecedented magnitude. Unfortunately, a healthy relationship between the police and the public is still to be established as far as India is concerned. Compared to police in developed countries, the Indian Police has failed to fulfill the need and aspiration of the people of India. 4.2 Relationship between Police and the Public The relationship between the police as an organization and the public in general, must be based on mutual trust, understanding and mutual regard for each other. There is no place of arrogance, lack of co-operation, exploitative attitude and apathy towards other's feelings or point of view. The bases for the police-public relationship, as it exists today, are the Indian Police Act of 1861, which was enacted as a result of the recommendations made by the Indian Police Commission of 1860. The present police set-up, as is well known, is what we inherited from the British rulers from the time of the country's independence. Since then no worthwhile changes have been made in either its organization or working methods. The British had organized the police to serve their colonial interest and evidently it cannot be suitable for a country which is committed to a democratic way of life and which has adopted the 'Rule of Law' as the guiding principle of independent India. Therefore, there are allegations that the police in India continues to be essentially colonial in character. The Indian police still continue to look after the interest of the ruler, in this case, the political party in power. In such a context, it becomes more important for the police to protect the government rather than the public. All these may ultimately lead to the use of the police as a powerful instrument of oppression against the people. In present time, public distrust and enmity to the police are very great. Surveys conducted in India reveal a number of important factors in regard to the worsening of the police-public relations. One important cause of distrust is the harshness of the police, their rough manners and their lack of courtesy. Partisan law enforcement and political
194 ? NSOU ? CC-PA-04 interference in the day-to-day working of the police is another factor responsible for the loss of public confidence and respect of the police. The behavior of the police with the public is still very arrogant and discourteous. Today, democratic countries including India are haunted by the specter of rising crime and lawlessness. People seem to feel that the police are not able to provide adequate protection to them and control crime due to various factors like corruption, political pressure and a covert nexus with the crime mafias which was brought out by the N.N. Vohra Committee Report of 1993 which observed - "The nexus between the criminal gangs, police, bureaucracy and politicians has come out clearly in various parts of the country. The existing criminal justice system, which was essentially designed to deal with the individual offences/crimes, is unable to deal with the activities of the Mafia....." Police as the law-enforcement agency have a duty to see that they do everything to see that the people in a democratic society enjoy their human rights freely. The improper use or the misuse of power and authority by the police has been found to be causally responsible for the denial of some of these inalienable rights of man in the past and even today. In doing so, some police officers do not understand that they are violating the human rights of the people for whose welfare and protection the service is created and maintained. It has also been observed that police use to violate fundamental rights of people like torture in police custody leading to custodial deaths. 4.3 Concept of people friendly police In this context one needs to talk about the concept of 'People friendly police'. 'People friendly Police' has not been succinctly defined. It can be deduced that people friendly police behaves with the public in a friendly manner. It is participative in approach and involves the people in its operational working. It keeps the public at the centre stage. It is democratic in nature and has corroborative approach. It works in a fair and non- discriminatory manner. It promotes transparency in the working of the police and makes it incorruptible. It shows alacrity to the people in need by extending prompt help thereby standing true to the message: "we are always with you". The police by the very nature of their origin need to be a people's police. Their job is not only to protect and to help their fellow people but also to protect their fellow people against the government or against any other authority if the government or that authority acts illegally. 4.3.1 Characteristics of 'People Friendly Police': 1. People friendly police adopts participative approach and involves people in crime detection.

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NSOU ? CC-PA-04 ? 195 2. Impartial treatment is meted out to all sections of society by the people friendly police. 3. It has a humanistic approach. It is supportive, sympathetic and caring and approaches all human beings compassionately. 4. People friendly police responds promptly to the citizens' complaints and comes into action very swiftly. 5. People friendly police is trustworthy and the people bank upon it. 6. Since people friendly police is not frightful, people approach it without any inhibitions. All the above mentioned attributes of a people friendly police organization in India can be achieved through Community Policing. Police are a part of community. It is the community that maintains the police and to serve the community the police exist. Good police public relations therefore, play a vital role in any society and more so in a democratic society like ours where the police need the continuous support, respect and approval of the citizen for their functioning. Accordingly, a good community police relations programme which aims emphasizing the mutual interdependence of the two in the maintenance of law and order as well as in the prevention and detection of crime is a necessity. Good program aims at developing natural respect and understanding between the police and the people and promotes an atmosphere conducive to greater public cooperation and eventual police effectiveness. Community policing will go a long way in meeting the changing expectations of the public. Community policing is a philosophy which supports the systematic use of partnerships among police and the community to address the conditions such as crime, social disorder and fear of crime. The success of community policing depends upon the partnership among police and the community, so the police must develop positive relationships with the community. The United States Department of Justice defines Community Policing as – "a philosophy that promotes organizational strategies in the community to combat potential situations that might create public safety issues." Community policing involves the use of partnerships between municipal agencies, businesses, individual citizens, non-profit groups and the media in order to develop methods to police the community. These organizations work together to address criminal matters and reduce crime. Instead of simply leaving it to the police force, community policing revolves around a philosophy that the entire community can help take measures to prevent crime. Bureau of Police Research and Development (BPR&D) in India has referred it as "normal policing of a society in consultation, cooperation and partnership with the
196 ? NSOU ? CC-PA-04 community at large". According to bureau the objectives of community policing are "To minimize the gap between police and public to such an extent that the policemen become an integrated part of the community they serve and they earn the acceptance and trust of the community leading to impulsive cooperation from people in crime prevention and security in local area and resulting in a lasting partnership between the police and the community". As for the mission of community policing the Bureau recommends "To prevent and detect crime, maintain order and ensure safety and security of the community in partnership with the people and to provide the community efficient, transparent and responsive law-enforcement machinery which perpetuates the rule of law". 4.4 Community Policing Community policing has three key components – 1. Community Partnerships: - Collaborative partnerships between the law enforcement agency and the individuals and organizations they serve to develop solutions to problems and increase trust in police. 2. Organizational Transformation: - The alignment of organizational management, structure, personnel, and information systems to support community partnerships and proactive problem solving. 3. Problem Solving: - The process of engaging in the proactive and systematic examination of identified problems to develop and evaluate effective responses. This concept brings the police and community into a closer working relationship and improves the level of mutual trust and respect among the police and the citizens. 4.4.1 Varieties of Community Policing Several approaches to policing have been associated with community-oriented policing so far. Broken-windows policing, zero-tolerance policing, and problem-oriented policing are, among others, regarded as varieties of community-oriented policing strategies. While all listed styles of policing generally engage with the community, there are still differences regarding their normative and disciplinary approaches regarding the community as well as to what extent the communities are actually involved in the provision of security. Broken-windows policing spread across the United States during the 1980s and has been mainly inspired by a seminal article by Wilson and Kelling on strategies of how to overcome diffuse fear of crime. The authors refer to the metaphor of a broken window

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NSOU ? CC-PA-04 ? 197 to explain the increasing urban dilapidation in combination with rising criminality and insecurity. Wilson and Kelling hypothesize that if a windowpane is broken and no one repairs it soon, remaining windows of the same building will be broken as well since the apparent lack of maintenance might lead to the conclusion that breaking windows of that building will have no consequences for the respective perpetrators at all. Moreover, if, as the argument of Wilson and Kelling continues, the absence of consequences and an associated lawlessness remain for these kinds of delinquences, defiance of the law will increase and spill over to the whole neighbourhood. As a reaction, the authors conclude, average citizens will increasingly generate diffuse fear of crime on the streets and move away to safer places in the city. The neighbourhood in question, however, will sooner or later be lost. The broken-windows thesis that vandalism and disorder leads to an increase of crime has been disputed within the research community. Moreover, it has been objected that particularly ethnic minorities would disproportionally and unjustifiably become labelled as "troublemakers" and therefore targeted by police officers while following the broken- windows approach. Moreover, adolescents, members of ethnic minorities, or homeless persons could become criminalized by spending time in areas designated for public use since loitering might be perceived as disorderly behavior. Hence, implementing the broken- windows approach might lead to an immense loss of trust into the actual objectivity and impartiality of the police on behalf of the affected citizens. While the broken-windows approach seems plausible in theory, implementing it would require a highly professional and impartial police force. Otherwise, the proactive character of broken-windows policing could turn quite quickly into repressive policing similar to the zero-tolerance approach. This zero-tolerance policing is subsumed by Burke as a proactive and assertive policing concept, having its theoretical underpinnings in the broken-windoes approach. In contrast to the broken-windows thesis of Wilson and Kelling, however, zero-tolerance policing aims not only to reduce the diffuse feeling of insecurity on behalf of the residents, but also to reduce criminality in the long run. Within criminological theory, policing in New York City is widely regarded as paramount example for zero-tolerance policing when the then- mayor Giuliani heralded the start of a rigorous prosecution of any kind of crime to contain the exuberant crime rates in the metropolis during the late 1990s. Hard-line policing of any petty offense aimed therefore at calling a halt to a normalization of existing law violation in everyday life and at bringing criminals to justice. One of the main objectives of zero- tolerance policing was also to discourage any potential copycat from engaging in criminal activities. Similar to the community policing narrative, zero-tolerance policing proponents claim that this policing approach is backed up by the majority of residents and covers the
198 ? NSOU ? CC-PA-04 very security needs of its respective community. In fact, the rigorous policing against any form of crime according to the zero-tolerance approach enjoyed popularity and was received favourably in wide areas of New York City. However, Lum, among others, cautions that zero-tolerance policing might also lead to a normalization of inappropriate behaviour by police officers, such as harsh treatment of citizens, which might often be disproportional to the respective offence. This behaviour of police officers towards citizens might not be desirable in a political pluralist country. And while Knights admits that zero-tolerance policing might have public appeal by reducing crime rates, he doubts the long-term effectiveness of this approach. Tackling underlying social causes for criminal behaviour and establishing sustained lines of communication between the police and residents will not be achieved through hard-line policing alone, as he argues. Rather, zero-tolerance policing might sooner or later lead to cleavages along social and ethnic lines of society. Again, as Taylor concurs, zero-tolerance policing will, at the end of the day, benefit the wealthier parts of society, while ethnic minorities, adolescents, and the socially weaker parts of society get into the focus of policing measures. 4.5 Conclusion Community policing can address many common yet community and social issues: child and women safety, transportation of school children, domestic violence, traffic challenges, and neighbourhood and other issues. The police officials must be properly equipped with proper attitude and skills to handle community policing. Community policing would also make the public and police understand each other better. Police officials, especially those dealing with the public regularly, must realise that they are part of the society and the society has empowered them. Citizens also should be encouraged to participate in this endeavour. 4.6 Summary ? This unit focuses on the relationship between public and the police ? We have highlighted the ideas of people friendly police ? This section also presentes the notion of community policing and its key components

NSOU ? CC-PA-04 ? 199 4.7 Glossary ? Community policing : it is a strategy of policing that focuses on developing relationship with community members 4.8 Model Questions ? What do you understand by the concept of people friendly police ? What are its characteristics ? Discuss. ? Discuss the relationship between police and the public with special reference to India. ? Write a note on community policing. ? What are the factors responsible for the worsening of Police – Public Relations in India ? ? What are the bases for the police – public relationship in India Today ? Discuss. ? Why is a healthy Police vs Public relationship necessary ? Explain. ? Write a short note on the Bureau of Police Research and Development in India. ? Indicate the objectives of community policing. ? Discuss the key components of community policing. 4.9 References ? Anupam Sharma and Anupam Manhas, Police Administration in India : The Legal Developments, 2015, Regal Publications. ? D, Kocak, 2018, Rethinking Community Policing in International Police Reform; Examples from Asia, Wiquity Press London.
200 ? NSOU ? CC-PA-04 Unit V Issues Confronting the Police Administration Structure 5.0 Objectives 5.1 Introduction 5.2 Political Interference in the Police Organization 5.3 Violation of Human Rights by the Police 5.4 Corruption within the Police Force 5.5 Poor Working Conditions and Low Salary of Police Officials 5.6 Inadequate Modernization of Police Force 5.7 Conclusion 5.8 Summary 5.9 Glossary 5.10 Model Questions 5.11 References 5.0 Objectives To understand some issues confronting the police in India, such as, political interference in police organisation, violation of human rights, corruption within the police force, poor working conditions and low salary of police officials, inadequate modernization of police force. 5.1 Introduction The police in a democratic country like India should be (1) independent from the political parties in power and interest groups and accountable to the law and the community; (2) effective and efficient in performing their mission, defined as providing security and justice to citizens; and (3) equally accessible and responsive to all citizens especially the marginalized sections of the society. Unfortunately, this picture is far from NSOU ? CC-PA-04 ? 201 that which prevails in India. Several instances from the past like the police excesses during the National Emergency (1975-1977) or the partisan role of the police during the anti-Sikh riots of 1984, the steep rise in the level of politicization of the police force, increase in police corruption and the violation of human rights by the police force in different parts of the country have collectively led to the fast erosion of public trust in the institution of police in India. Some of the issues confronting the police in India are as follows – 5.2 Political Interference in the Police Organization In a democracy, power vests with the people. This power is exercised through its elected representatives who have the mandate to govern them for a specific period. The civil servants (permanent executive) by virtue of their knowledge, experience and understanding of public affairs assist the elected representatives (political executive) in formulating policy and implementing them. Law and order is a state subject in Schedule 7 of the Indian constitution. Therefore, police across the country continue to be subordinate to the state government executive and are nowhere an independent or autonomous institution. This has been the bone of contention in recent times. Since the police are answerable to the state executive and the political party in power, the police invariably get politicized. The watershed in the history of India's administration, both the civil service and police, was the national emergency declared by former Prime Minister Indira Gandhi in 1975. The misuse of government machinery especially the police during national emergency to stifle the opposition through indiscriminate arrests contributed to an unprecedented level. It led to the politicization of the police force in India. This unhealthy trend of excessive political interference in the police administration continues even today. It has become an unwritten norm that the Chief of Police will be changed after every state assembly election to suit the vested interest of the newly elected political party. This often demoralizes the police force who is seen to succumb to political pressure. Moreover, an honest police officer, is often coerced to toe the political lines of the political party in power by subjecting him to administrative action by way of transfer or suspension on the basis of an alleged complaint taken up for inquiry. While suspension acts as a great humiliating factor, a transfer disrupts Police officer's family and children's education. Therefore, the police deliberately become ineffective and untrustworthy because of its subordination to the political class.
202 ? NSOU ? CC-PA-04 Over the last thirty years, the situation has worsened due to criminalization of politics. Today many candidates across the political spectrum are contesting elections with the help of criminals and mafias; and now, increasingly, these criminals are getting elected themselves.

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The Second Administrative Reforms Commission in its report 'Ethics in Governance'

acknowledged this fact and observed – "The opportunity to influence crime investigations and to convert the policemen from being political adversaries to allies is the irresistible magnet drawing criminals to politics." The police personnel are often pressurized by these legislators with criminal antecedents to neglect or close an ongoing investigation against them. The police investigation officers as well as the public prosecutors are under tremendous pressure not to present a strong case in the courts against them. This is the more dangerous side of political interference, where rule of law and the existence of democratic institutions are being threatened. To survive in such a system, police personnel feel compelled to surrender to political influence in their work. This in turn gravely affects the police work, and specifically the criminal investigations. 5.3 Violation of Human Rights by the Police The Indian Police Act, which was enacted in 1861, is the central law governing the police in independent India. The Indian Police Act of 1861 was legislated by the British right after the revolt of 1857 to make the police force more subservient to the executive and to remain authoritarian towards the public. After independence, though amendments have been made to this law, the basic structure remains the same. Unfortunately, the police in India are not directly accountable to the Indian citizens. Absence of structures of accountability outside the police organization has made it more imperious. This has led to the steady rise in the violation of human rights of citizens by the police force in recent times. Complaints against the police officials for harassment, coercive corruption, custodial death, physical abuse, rape, threats, psychological humiliations, false encounters and assault are on the rise. For instance, as a response to an RTI application to 'First-post', the National Human Rights Commission acknowledged that a total of 894 deaths in judicial custody and 74 deaths in police custody have been recorded in India in 2017. The letter, signed by the joint registrar (Law) of the National Human Rights Commission, stated that Uttar Pradesh leads the chart of deaths in judicial custody by a significant margin, with 204 deaths recorded in the period between 1 January, 2017 and 2 August, 2017. The state was followed by Punjab with 76 deaths and Bihar with 64 deaths.

NSOU ? CC-PA-04 ? 203 5.4 Corruption within the Police Force The police system in India was designed to a strict hierarchical and military structure, based on the colonial distrust of the lower ranks. The decision making authority continues to be with a few high placed police officers, while the police constables merely followed orders. After independence, the nature of the political system drastically changed but the police system still remains almost intact. It is these colonial attributes like a hierarchical structure, lack of organizational transparency and accountability to the citizens that have perhaps led to the growth of corruption within the Indian police system. Transparency International in its report - "Daily Lives and Corruption: Public Opinion in South Asia" in 2010-11, pointed out that the police is seen as one of the two most corrupt institutions in India; the other being political parties. Therefore, police service in India is viewed with certain suspicion and apprehension. One encounter various types of corruption in the police department in India starting with bribes to protection money for protection of those involved in illegal activities, to internal pay-offs for getting posting in lucrative money-making departments within the police organization. To quote Arvind Verma – "Corrupt practices are now part of the Indian police system and are found in every department, in every rank and in every police institution including training colleges. The malaise has spread all over the country and in every aspect of policing." 5.5 Poor Working Conditions and Low Salary of Police Officials Police officers are often underpaid compared to the amount of power they have. The salaries of junior policemen like constables in India are very low. Leslie Palmier, in his comparative study of the control of bureaucratic corruption in Hong Kong, India, and Indonesia identified poor salaries as one of the important factors giving rise to corruption in these countries. Leslie Palmier had pointed out that "if the official is not to be tempted into corruption and disaffection, clearly there is an obligation on the government to provide or at least allow such benefits as will ensure his loyalty; one might call it an implicit contract." He concluded by saying that "adequate pay" was an "essential ingredient in reform". In addition, many police officers especially in the paramilitary divisions usually live in appalling conditions and under tremendous stress. For instance, India's largest paramilitary, Central Reserve Police Force (CRPF) is losing more personnel to suicides, poor working conditions and stress levels than the enemy's battles. These personnel are

204 ? NSOU ? CC-PA-04 fighting militants in North-East India and Jammu and Kashmir under very exhausting conditions with some not having access to even basic amenities like toilets and fresh water. These conditions take their toll on the psychology of the personnel which is driving many to commit suicide. Between 2012 and 2014, 370 paramilitary troopers committed suicide because of mental stress. The diseases like malaria, HIV and heart attacks amount 1,131 deaths in the last five years, while the Maoists have killed only 323. In the last few years, there has been steep rise in premature retirements in CRPF. The premature retirements in 2013 were at 4,186 which rose over 6,000 personnel in 2014, almost 20 exits per day. Unless salaries increase and working conditions improve, it would be impossible to obtain good performance from policemen. 5.6 Inadequate Modernization of Police Force In addition to these systemic problems, the resources, technology, weapons and procedures available to the police have not kept pace with the times. Today the criminals and crime syndicates have access to much greater fire power, faster transport, better communications, and in general far superior technology and speed in decision making. Revolution taken place in the nature of crime and when jurisdictional issues have become of vital significance with an era of globalization, the existing problems of police force have been further multiplied in manifold ways. Worldwide the rapid economic development, consumerism, globalization have given rise to new crimes, new modus operandi, and new kinds of criminal behaviors. The use of modern techniques, use of machines and computers has thrown new challenges before police force in any country, including India. Facilities at the Police Station level are important to make them effective. Accommodation, facilities and modernisation are important areas, which need critical evaluation as well as reform. The police forces are not in a position to match these criminal gangs given the many inadequacies in their functioning. Given the growth of cyber and other computer related crimes, computer forensic has been the major challenge before not only the police force but also the Indian criminal justice system. Therefore modernization, update training and sensitization to modern challenges to Indian police force are also utmost essential. 5.7 Conclusion While there is no denying the fact that the police in India play very important role in the process of governance, law and order administration in India needs to be restructured. NSOU ? CC-PA-04 ? 205 A long-term perspective plan is needed to re-organize the entire police administration in India. Proper process of recruitment of police officials, reorientation of the training programmes should take place so that the police administration can become more responsive and effective to meet the challenges of 21 st century India. Care should be taken to attract the talented persons into the police force by making the service conditions more attractive. Moreover, the police officers should have clearly demarcated powers and should not be over-burdened with trivial functions. Every police officer should be better equipped so as to enable him to respond to the dangerous situations like terrorism. In conclusion, the police force should be kept free from the process of politicization and corruption so that it can serve better the people of India. 5.8 Summary ? This unit focuses on the rise in the level of politicization of the police force. ? We have discussed the increase in police corruption. ? The violation of human rights by police force is dealt with. ? This section highlights the salary issues and proper working conditions of the police. 5.9 Glossary ? Police - The police are a constituted body of persons empowered by a state to enforce the law, to ensure the safety, health and possessions of citizens, and to prevent crime and civil disorder. Their lawful powers include arrest and the legitimized use of force. The term is most commonly associated with the police forces of a sovereign state that are authorized to exercise the police power of that state within a defined legal or territorial area of responsibility. ? Crime - A crime is an illegal action or activity for which a person can be punished by law. According to criminologist Paul Tappan it is "an intentional act or omission in violation of criminal law ..., committed without defense or justification, and sanctioned by the state as a felony or misdemeanor." ? The Bureau of Police Research and Development (BPR&D) – It was set up on 28 August 1970 in furtherance of the objective of the Government of India for the modernization of police forces. It has evolved as a multifaceted,

206 ? NSOU ? CC-PA-04 consultancy organization. At present it has 4 divisions – Research, Development, Training and Correctional Administration. ? Human Rights - Human rights are rights inherent to all human beings, regardless of gender, nationality, place of residence, sex, ethnicite, religion, color or and other categorization. Thus, human rights are non-discriminatory, meaning that all human beings are entitled to them and cannot be excluded from them. Of course, while all human beings are entitled to human rights, not all human beings experience them equally throughout the world. Many governments and individuals ignore human rights and grossly exploit other human beings. ? Cyber Crime - Cybercrime, or computer-oriented crime, is a crime that involves a computer and a network. Cybercrimes can be defined as: "Offences that are committed against individuals or groups of individuals with a criminal motive to intentionally harm the reputation of the victim or cause physical or mental harm, or loss, to the victim directly or indirectly, using modern telecommunication networks such as Internet (networks including chat rooms, emails, notice boards and groups) and mobile phones (Bluetooth/SMS/MMS)". Cybercrime may threaten a person or a nation's security and financial health. Issues surrounding these types of crimes have become high-profile, particularly those regarding hacking, copyright infringement, unwarranted mass-surveillance, child pornography, and child grooming. 5.10 Model questions ? What are the major issues confronting the police administration in India in recent times ? ? How would you explain the politicisation of the police force in India ? ? Write an essay on the corruption in the police system in India ? ? "Adequate pay is an essential ingredient in reform"- Lesley palmier. Do you agree with the statement ? Give reasons for your answer ? Why is adequate modernization essential for police force in India ? Discuss. ? Write a note on human rights violation by the police in India. ? Write a short note on criminalization of politics in India.
NSOU ? CC-PA-04 ? 207 ? What should be the role of the police in a democratic country like India ? Discuss. ? What are your suggestions to make the police administration more responsive and effective ? Discuss. 5.11 References ? Government of India, 1979, Reports of the National Police Commission I to VIII. ? Arora, Ramesh K. (ed.), 1999, Indian Administration Perceptions and Perspectives, Aalekh Publishers, Jaipur. ? Gupta, K.N, 2002, Indian Police and Vigilance in the 21" Century, Anmol, New Delhi. ? Roy, Joytilak Guha (ed.), 1999, Policing in Twenty First Century, Indian Institute of Public Administration, New Delhi. ? Raghavan, R.K, 1999, Policing a Democracy -A Comparative Study of India and the US., Manohar, New Delhi. ? Singh, Joginder, 2002, Inside Indian Police, Gyan Publishing House, New Delhi. ? Subramanian, K.S. 1995, Police Organization in India - A Historical and Contemporary Assessment, Nehru Memorial Museum Library, New Delhi.
208 ? NSOU ? CC-PA-04 Notes

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Submitted text As student entered the text in the submitted document.
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1/219	SUBMITTED TEXT	23 WORDS	84%	MATCHING TEXT	23 WORDS
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the constitutional framework of state administration. ? To discuss the power of the state government with respect to state list and concurrent list. ? To examine the role of the state legislature. ? To describe the role of the state Council of Ministers. 1.1

the Constitutional framework of the state administration. Powers of the state governments with respect to the State List and Concurrent List have been made clear. We have also discussed the role of the Governor and State Council of Ministers.

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aided and advised by the council of ministers headed by the Chief Minister.

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the leader of the majority party of Bidhan Sabha as the Chief Minister and upon his / her advice rest of the ministers are appointed by the Governor. It is the duty of the council of ministers to look after the administration of the

the leader of the majority party in the State Legislative Assembly. Functions of the Chief Minister are : 1. To communicate to the Governor the decisions of the Council of Ministers relating to the administration of the

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the State Legislature -comprising of Governor and one house or two houses.

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is the secretary. The most important function of the secretary is to advise the minister in the

is the Secretariat. The main function of the secretary is to advise the minister in the

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is the Chief Advisor to the Chief Minister and state cabinet. The entire state secretariat depends on the advice of the

is the chief advisor to the Chief Minister and Secretary to the State Cabinet. He is the head of the

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Powers of the State government The Union government and the state government derive their powers, directly from the Constitution. The Constitution has adopted a three-fold distribution of legislative powers between the Union and

POWERS OF THE STATE GOVERNMENT As already mentioned, the Union government and state government derive their powers, directly from the Constitution. The Constitution has adopted a three-fold distribution of legislative powers between the Union and

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states (Article 246). Schedule VII of the Constitution enumerates the subjects into three lists. List I or the Union List consists of the items over which the Union has exclusive powers of legislation. Similarly, List II or the State List comprises items over which the state has exclusive powers of legislation. There is yet another List (List III) known as the Concurrent List that comprises subjects over which both the Union and the states have powers to legislate. The residual powers are vested in the Union. We would now briefly discuss List II and List III, which enumerate the subjects over which the states have jurisdiction either exclusively or concurrently with the Union. i) State List The State List contains 59 items (originally 66 items in the Schedule VII) over which states have exclusive jurisdiction. Some of the important ones are- Public Order, Police, Agriculture, Public Health and Sanitation, Local Government, etc. These are subjects of maximum concern to the people, which can be better dealt with at the state level. These subjects are generally under the exclusive jurisdiction of the states, but under the following circumstances, the Parliament can legislate on these matters. a) In national interest, Council of States by a resolution of 2/3rd of its members present and voting may authorise the Parliament to legislate on a state subject. 12 ? NSOU ? CC-PA-04 Such authorisation may be for one year at a time, but can be renewed by a fresh resolution; b) Under a proclamation of emergency, the Parliament may legislate on a state subject; c) With the consent of two or more states, the Parliament may legislate on a state subject with respect to the consenting states; d) Parliament has powers to legislate with reference to any subject (including a state subject) for the purpose of implementing treaties or international agreements and conventions; and e) When a proclamation is issued by the President on the failure of Constitutional machinery in any state, s/he may declare that the powers of the state legislature shall be exercised by or under the authority of Parliament. ii) Concurrent List The Concurrent List, originally comprises 52 items (though the last item is numbered 47) over which the Union and state legislatures have concurrent jurisdiction. The important ones are- Criminal Law, Criminal Procedure, Marriage, Education, Civil Procedure, Insurance, Economic and Social Planning etc. While the Union and states can legislate on any of the subjects in the Concurrent List, predominance is given to the Union Legislature. It means that in case of repugnancy between the Union and a state law relating to the same subject, the former prevails. If, however, the state law was

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reserved for the assent of the President and has received such assent, the state law may prevail not withstanding such repugnancy, but it would still be competent for the Parliament to override such state law by subsequent legislation. Any dispute about the interpretation of the entries in the three lists is to be decided by the Courts. Following principles have been followed in such interpretation: a) In case of overlapping of a subject between the three lists, predominance is to be given to the Union Legislature; b) Each entry is given the widest importance that its words are capable of, without rendering another entry nugatory; and c) In order to determine whether a particular enactment falls under one entry or another, it's "pith and substance" is considered.

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10/219 **SUBMITTED TEXT** 488 WORDS **98%** **MATCHING TEXT** 488 WORDS

Legislation provides the framework for policy formulation, and arms the government with powers to implement the policies. At the state level, the function of providing the necessary legislative framework is performed by State Legislature. There is no uniformity in the organisation of State Legislatures in India. In this regard, a sizeable number of states have unicameral system and remaining like Andhra Pradesh, Bihar, Maharashtra, Karnataka etc. have bicameral system, that is, both Legislative Assembly and Legislative Council. Our Constitution provides that every state shall have at least one house, viz., the Legislative Assembly comprising 60 to 500 members (except Sikkim, Goa, Mizoram etc.) chosen by direct election on the basis of universal adult franchise from territorial constituencies. In addition, any state can create a second house, viz., Legislative Council if it so desires. This can be done by a resolution of the Assembly passed by a special majority (i.e., a majority of total membership of the Assembly not being less than two- thirds of the members actually present and voting) followed by an Act of Parliament. By the same process, an existing Legislative Council can be abolished also. The members of Legislative Council are indirectly elected. The election is to be in accordance with the principle of proportional representation by means of the single transferable vote. Duration of the Assembly is five years unless dissolved earlier by the Governor. Its term may be extended by Parliament during an Emergency up to a period of six months beyond the expiry of the proclamation of an Emergency by the President. Legislative Procedure i) Regarding a Money Bill a) A Money Bill can originate only in the Legislative Assembly and not in the Council. b) The Council cannot reject or modify this Bill passed by the Assembly. It can only make recommendations, which may or may not be accepted by the Assembly. The Bill as passed by the Assembly with or without modification is presented to the Governor for assent. If the Council does not return the Bill within 14 days, it can straightaway be presented to the Governor for her/his assent. Thus, the will of the Assembly ultimately prevails. The Council can at best delay its passage. 14 ? NSOU ? CC-PA-04 ii) Regarding any Bill other than a Money Bill a) Such a Bill can originate in either House. b) If a Bill is passed by the Assembly, the Council may reject the Bill, modify it or may not pass it for three months. If the Bill is again passed by the Assembly with or without modification, the Council, on its second journey, may only delay it by one month. c) If a Bill originates in the Council and is rejected by

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theAssembly, the matter ends. d) Thus, in every way, the supremacy of the Assembly is established; more so, in case of Money Bills. The dispute between two houses is always resolved according to the will of the Assembly. This is in contrast to the Union Legislature where a dispute between the two Houses is resolved by a joint sitting. This is probably in recognition of the fact that the Upper House in Union Legislature is representative of the

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11/219 **SUBMITTED TEXT** 16 WORDS **75%** **MATCHING TEXT** 16 WORDS

Chief Secretary is the head of the state secretariat – the nerve-centre of the state administration.

Chief Secretary is the head of the state secretariat. He is the administrative head of the state administration,

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12/219 **SUBMITTED TEXT** 109 WORDS **100%** **MATCHING TEXT** 109 WORDS

following forms: i) Assembly Questions The members of the Assembly have a right to ask questions from the government. They can also ask supplementary questions. This device keeps the government on its toes. Whenever weaknesses are noticed, the government is compelled to promise and take corrective action. ii) Discussions Apart from asking questions, the members may ask for discussions over important matters. They may also bring forward Call Attention Motions and Adjournment Motions on important public matters. Even if such motions are not allowed, a lot of information has to be supplied by the government and some discussion does take place. Here again the government is kept on a tight leash and has to answer the representatives of the people.

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13/219	SUBMITTED TEXT	195 WORDS	85%	MATCHING TEXT	195 WORDS

No money can be raised and no expenditure can be incurred without a vote by the Legislature. By controlling the purse strings, the Legislature controls the programmes and activities of the government. It is true that by virtue of its majority in the Legislature, the government may ultimately get the money it wants, but during the process a lot of discussion takes place. This keeps the government in touch with the needs of the people. The discussion also highlights the weaknesses of the administration in the implementation of the voted programmes. iv) Post-expenditure Control The State Legislature also scrutinises the expenditure incurred by the government through the device of audit. Our Constitution provides for an integrated accounts and audit system. The Comptroller and Auditor General of India (CAG) gets the account of the state government audited and sends her/his report to the Assembly through the Governor. The Public Accounts Committee of the State Legislature goes through this report, examines and finally reports to the Legislature. Any instances of unauthorised, improper, or imprudent expenditure are, thus, discussed in detail and brought to the notice of the Legislature, which can then keep a vigilant eye on the government. v) Control through Legislative Committees Apart from the Public Accounts Committee mentioned earlier, there are several other

No money can be raised and no expenditure can be incurred without a vote through the Legislature. Through controlling the purse strings, the Legislature controls the programmes and activities of the government. It is true that through virtue of its majority in the Legislature, the government may ultimately get the money it wants voted, but throughout the procedure, a lot of discussion takes place. This keeps the government in touch with the needs of the people. The discussion also highlights the weaknesses of the administration in the implementation of the voted programmes. Post-expenditure Control The State Legislature also scrutinizes the expenditure incurred through the government through the device of audit. Our Constitution gives for an integrated accounts and audit system. The Comptroller and Auditor General of India (CAG) get the accounts of the state government audited and send his report to the Assembly through the Governor. The Public Accounts Committee of the State Legislature goes through this report, examines and finally reports to the Legislature. Any instances of unauthorized, improper, or imprudent expenditure are therefore discussed in detail and brought to the notice of the Legislature, which can then keep a vigilant eye on the government. Control through Legislative Committees Separately from the Public Accounts Committee mentioned earlier, there are many other

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14/219	SUBMITTED TEXT	144 WORDS	90%	MATCHING TEXT	144 WORDS

committees, viz., Estimates Committee, Committee on Public Undertakings, Committee on Government Assurances, etc. These committees examine the various aspects of the working of the government and make useful suggestions. They also criticise the government for its failures and bring these failures to the notice of the Legislature and the people. This is a good device of exercising control over the government, as the Assembly is too unwieldy a body to examine the working of the government in detail. vi) Ministerial Responsibility The most potent function of the Legislature is to enforce the ministerial responsibility. In a parliamentary form of government, the political executive is a part of the Legislature and is responsible to it all the time. The government can be thrown out at any time by a vote of no-confidence or even on being rejected on its budget or any of the substantive legislative measures. As the political executive is always responsible to the legislature,

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15/219	SUBMITTED TEXT	928 WORDS	96%	MATCHING TEXT	928 WORDS

the administrators. 1.4 State Council of Ministers As already mentioned, the executive power of the state is exercised in the name of the Governor, who is the Constitutional Head of the state. But, the Governor has to have a Council of Ministers with the Chief Minister as its Head to aid and advise her/him. However, for a few discretionary functions, the Governor has to act on the advice of the Council of Ministers. It means that the real executive power is exercised by the Council of Ministers. The Council of Ministers is appointed by the Governor on the advice of the Chief Minister and hold Office during her/his pleasure. It means that a Minister can also be dismissed by the Governor on the advice of the Chief Minister. On the pattern of the Union government, ministers in the state governments are of the following categories: i) Cabinet Ministers ii) Ministers of State iii) Deputy Ministers In a State, total number of Ministers, including the Chief Minister, in the council shall not exceed fifteen percent of the total number of members of the Legislative Assembly of that State. The system of Cabinet Committees is not so popular in the state governments as in the Central government. i) Powers and Functions of the Council of Ministers The Council of Ministers is the highest policy-making body of the state government. It lays down policy in respect to all matters within the legislative and administrative competence of the state government. The Council also reviews the implementation of the policy laid down by it and can revise any policy in view of the feedback received during implementation. Since the Governor has to exercise her/his executive powers on the advice of the Council of Ministers and all the executive power is exercised in the name of the Governor, there is no limitation on the powers of the Council except the following: NSOU ? CC-PA-04 ? 17 a) The limits imposed by the Constitution and the laws passed by the Union and State Legislature. b) Self-imposed limits to exclude consideration of less important matters of State and District Administration ii) Division of Work into Departments at the State Level According to the doctrine of Ministerial Responsibility, the Council of Ministers is collectively responsible to the StateAssembly. It is, however, impossible for the Council to take all the decisions collectively. During the early British period, the administration of the state was carried on by the Governor-in-Council.At that time, most of the decisions were taken collectively, because the number of decisions to be taken was not very large. With the passage of time, the scope of governmental activity increased and the matters that came up for the decision

the administration?

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of the Council also proliferated. This led to the development of "portfolio system" in which the Councillors were placed in charge of certain specified subjects leaving only a few important matters to be placed before the whole Council. The same system has continued after Independence. Under our Constitution, the Governor has to make rules for the efficient conduct of business [Article 166(3)]. The state governments have framed "Allocation of Business Rules", according to which the work is divided among different ministers. This division of work can be done on the basis of functions, or on the basis of clientele, or on geographical basis or on the basis of the combination of these factors. Very often, the division of work is decided on personal considerations rather than rational criteria. Most of the work in respect of subjects allotted to a Minister is disposed of by the Minister. However, according to the rules of business, some matters have to be reserved by the Minister for: a) Consideration of the Chief Minister These are called coordination cases, in these cases the Minister in charge of a portfolio records her/his recommendations and submits the file to the Chief Minister for her/his orders. Rules of business give a list of such cases. The Chief Minister may also reserve some cases or classes of cases for her/his orders. b) Presentation before the Cabinet These are important policy matters, which have wide repercussions. Important cases of disagreement between two or more ministers are also brought before the Cabinet for its decision. A list of such cases is given in the rules of business. In addition, the Chief Minister may require any particular case of any department 18 ? NSOU ? CC-PA-04 to be placed before the Cabinet. Afew of the typical Cabinet cases are given below: – Annual Financial Statement to be laid before the Legislature, and demands for supplementary grants. – Proposals affecting state finance, not approved by the Finance Minister. – Exemption of important matters from the purview of State Public Service Commission. – Proposals for imposition of new taxes, etc. The size and composition of the Council of Ministers is important for effective public administration. The Ministry and Cabinet come into existence for running the administration efficiently and impartially. In view of above, it needs to be compact and homogenous, its size being determined by administrative needs. It will depend on various factors such as the area of state, its population, level of economic development and specific problems. However, the present size of Council of Ministers in the states especially in larger ones appears to be disproportionate. In this context, an attempt was made by the 91st Constitutional Amendment introduced with effect from

of Ministerial Responsibility, the Council of Ministers is collectively responsible to the Assembly. It is, however, impossible for the Council to take all the decisions collectively. During the early British period, the administration of the state was carried on by the Governor-in-Council. At that time, most of the decisions were taken collectively, because the number of decisions to be taken was not very large. With the passage of time, the scope of governmental activity increased and the matters that came up for the decision of the Council also proliferated. This led to the development of "portfolio system" in which the Councillors were placed in charge of certain specified subjects leaving only a few important matters to be placed before the whole Council. The same system has continued after Independence. Under our Constitution, the Governor has to make rules for the efficient conduct of business [Article 166(3)]. The state governments have framed "Allocation of Business Rules", according to which the work is divided among different ministers. This division of work can be done on the basis of functions, or on the basis of clientele, or on geographical basis or on the basis of the combination of these factors. Very often, the division of work is decided on personal considerations rather than rational criteria. Most of the work in respect of subjects allotted to a Minister is disposed of by the Minister. However, according to the rules of business, some matters have to be reserved by the Minister for: a) Consideration of the Chief Minister These are called coordination cases, in these cases the Minister in charge of a portfolio her/his recommendations and submit the file to the Chief Minister for her/his orders. Rules of business give a list of such cases. The Chief Minister may also reserve some cases or classes of cases for her/his orders. b) Presentation before the Cabinet These are important policy matters, which have wide repercussions. Important cases of disagreement between two or more ministers are also brought before the Cabinet for its decision. A list of such cases is given in the rules of business. In addition, the Chief Minister may require any particular case of any department to be placed before the Cabinet. A few of the typical Cabinet cases are given below: – Annual Financial Statement to be laid before the Legislature, and demands for supplementary grants. – Proposals affecting state finance, not approved by the Finance Minister. – Exemption of important matters from the purview of State Public Service Commission. – Proposals for imposition of new taxes, etc. The size and composition of the Council of Ministers is important for effective public administration. The Ministry and Cabinet come into existence for running the administration efficiently and

1st January 2004 by restricting the size of Council of Ministers to a maximum of 15 per cent of the strength of the respective State LegislativeAssembly, but the problem still persists. In bigger states of India (for example, U.P. where the Assembly has a strength of 404 legislators), even this restriction has not prevented formation of jumbo sized Ministries. Hence, there is growing realisation that there is an urgent need to reduce the size of Council of Ministers in the states. The SARC has recommended that the maximum size of the Council of Ministers may be fixed in a range of 10% to 15% of the strength of their Legislative Assemblies. 1.5

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16/219 **SUBMITTED TEXT** 17 WORDS **100%** **MATCHING TEXT** 17 WORDS

State Legislature has exclusive jurisdiction over items given in the State List (Schedule VII of the constitution).

State Legislature has exclusive jurisdiction over items given in the State List (Schedule VII of the Constitution)

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17/219 **SUBMITTED TEXT** 38 WORDS **85%** **MATCHING TEXT** 38 WORDS

The Governor is the constitutional Head of the State, while the real executive power is exercised in her/his name by the Council of Ministers headed by the Chief Minister. In the light of the constitutional framework of the State administration,

the Governor is the Constitutional Head of the state, while the real executive power is exercised in her/his name by the Council of Ministers headed by the Chief Minister. in this we have the Constitutional framework of the state administration.

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the emerging trends in the relationship between the Union and States

the emerging trends in the relationship between the Union and states. 2.8

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19/219	SUBMITTED TEXT	10 WORDS	100%	MATCHING TEXT	10 WORDS

the constitutional provisions regarding the functioning of the state government.

the Constitutional provisions regarding the functioning of the state Government; ?

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postponement of the punishment Repugnancy: contradiction Respite: a temporary stay of execution 1.8

postponement of the punishment. Repugnancy : Contradiction. Respite : A temporary stay of execution. 2.9

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21/219	SUBMITTED TEXT	13 WORDS	100%	MATCHING TEXT	13 WORDS

the various ways through which the legislature exercises its control over the administration. ?

the various ways through which the Legislature exercises its control over the administration?
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22/219	SUBMITTED TEXT	18 WORDS	100%	MATCHING TEXT	18 WORDS

of India (2009) Second Administrative Reforms Commission, (15th Report), State and District Administration, pp. 22-23 20 ?

of India, (2009) Second Administrative Reforms Commission (15 th Report), State and District Administration, pp. 65-68,

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23/219 **SUBMITTED TEXT** 22 WORDS **100%** **MATCHING TEXT** 22 WORDS

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Arora, R.K. & Goyal, R. (2013). Indian Public Administration: Institutions and Issues. New Delhi, India: New Age International Publishers.

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24/219 **SUBMITTED TEXT** 17 WORDS **100%** **MATCHING TEXT** 17 WORDS

S. R. (2000). State Governments in India. New Delhi, India : The Macmillan Company of India Limited. ?

S.R. (2000). State Governments in India. New Delhi, India: The Macmillan Company of India Limited.

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25/219 **SUBMITTED TEXT** 18 WORDS **100%** **MATCHING TEXT** 18 WORDS

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Basu, D.D. (2019). Introduction to the Constitution of India (24 th ed.). New Delhi, India: Lexis Nexis.

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26/219 **SUBMITTED TEXT** 14 WORDS **76%** **MATCHING TEXT** 14 WORDS

the powers and functions of the Council of Ministers. ?
Discuss the distribution of

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27/219 **SUBMITTED TEXT** 24 WORDS **57%** **MATCHING TEXT** 24 WORDS

the Governor is the nominal head of the state and with the aid and advice of the state cabinet headed by the chief minister, he/

The Governor is the Constitutional head of the state and on the advice of the Council of Ministers headed by the Chief Minister. he (

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28/219 **SUBMITTED TEXT** 24 WORDS **43%** **MATCHING TEXT** 24 WORDS

and removal of the Governor ? Special privileges of the Governor ? Powers and Functions of the Governor ? Discretionary Powers ? Position of the Governor 2.1 Introduction The

SA MHYS-45 Indian Administrative System.docx (D151906351)

29/219	SUBMITTED TEXT	19 WORDS	100%	MATCHING TEXT	19 WORDS

that the Governor of a state shall be appointed by the President by warrant under his hand and seal.

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30/219	SUBMITTED TEXT	11 WORDS	100%	MATCHING TEXT	11 WORDS

Chief minister and other ministers are appointed by the Governor.

chief minister and other ministers are appointed by the Governor

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31/219	SUBMITTED TEXT	18 WORDS	57%	MATCHING TEXT	18 WORDS

is appointed as the Chief Minister and upon his/her advice other ministers are appointed by the Governor. The

is appointed as the Chief Minister by the Governor. Other Ministers are appointed by the Governor on the

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is vested in the hands of the Governor. The executive functions of the Governor are as follows:- a)

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33/219	SUBMITTED TEXT	15 WORDS	87%	MATCHING TEXT	15 WORDS

the state government to carry on the functions in accordance with the provisions of the constitution,

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34/219	SUBMITTED TEXT	14 WORDS	89%	MATCHING TEXT	14 WORDS

The Governor has the power to grant pardons, reprieves, respites or remission of punishments

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report to the President regarding the situation of the concerned state that the government can not be carried on in accordance with the provisions of the constitution is

report to the President under Article 356 that a situation has arisen which the Government of State be carried on in accordance with the provisions of the Constitution is

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Exercise of Discretion by the Governor : It has already been pointed out that the Governor has to exercise his powers on the advice of the Council of Ministers. He does not, therefore, have much discretion in the exercise of his powers as long as a stable Ministry enjoying the confidence of the Assembly is in office. However, this is not always the case. The Governor may then be called upon NSOU ? CC-PA-04 ? 27 to exercise his discretion. It is this exercise of discretion that has made the Governor's office the most controversial constitutional office of the country. Major controversies have arisen in the following types of cases in the past: i) Appointment of Chief Minister The Governor appoints the Chief Minister and on his advice the Council of Ministers. When a party with absolute majority elects a leader, the Governor has no choice but to appoint him the Chief Minister and invite him to form the government. Problems arise when no political party has an absolute majority in the legislature. Here the discretion of the Governor comes into play. For example, in 1952 the Congress Party was the largest single party in Madras legislature, but did not have an absolute majority. Still the Governor Mr. Sri Prakash invited Mr. C. Rajgopalachari to form the government as the leader of the largest single party. This principle was, however, not followed in West Bengal in 1970. The CPM led by Mr. Jyoti Basu was the largest single party in the West Bengal Assembly. The Governor Mr. S.S. Dhavan asked Mr. Basu to prove his majority. Mr. Basu insisted on calling the Legislative Assembly and proving his majority on the floor of the House. The Governor ultimately did not invite him to form the government. The opponents of Congress criticised this on the ground that this was done at the behest of the Congress government which was in office at the Centre at that time. Thus different criteria have been followed by different Governors even in similar circumstances. ii) Dismissal of a Ministry A Chief Minister and his Ministry hold office during the pleasure of the Governor, which is not subject to any scrutiny. However, the Governor has to exercise his discretion judiciously. There is a general feeling that the Governors have not done so. For example, the Governor of West Bengal, Mr. Dharma Veera dismissed the Ajoy Mukherjee Ministry in 1967 on the grounds that he did not call a meeting of the Assembly within the time specified by the Governor for proving the majority. The action was severely criticised by many jurists who felt that it was a wrong convention to establish. It would have been much better to establish the convention that a Governor can call a meeting of the Assembly to test the majority of the government, in case

Exercise of Discretion through the Governor It has already been pointed out that the Governor has to exercise his powers on the advice of the Council of Ministers. He does not, so, have much discretion in the exercise of his powers as long as a stable Ministry enjoying the confidence of the Assembly is in office. Though, this is not always the case. The Governor may then be described upon to exercise his discretion. It is this exercise of discretion that has made the Governor's office the mainly controversial Constitutional office of the country. Major controversies have arisen in the following kinds of cases in the past : Appointment of Chief Ministers: The Governor appoints the Chief Minister and on his advice the Council of Ministers. When a party with absolute majority elects a leader, the Governor has no choice but to appoint him the Chief Minister and invite him to form the government. Troubles arise when no political party has an absolute majority in the legislature. Here the discretion of the Governor comes into play. For instance, in 1952 the Congress Party was the largest single party in Madras legislature, but did not have an absolute majority. Still the Governor Mr. Sri Prakash invited Mr. C. Rajgopalachari to form the government as the leader of the largest single party. This principle was, though, not followed in West Bengal in 1970. The CPM led through Mr. Jyoti Basu was the largest single party in the West Bengal Assembly. The Governor Mr. S.S. Dhavan asked Mr. Basu to prove his majority. Mr. Basu insisted on calling the Legislative Assembly and proving his majority on the floor of the House. The Governor ultimately did not invite him to form the government. The opponents of Congress criticized this on the ground that this was done at the behest of the Congress government which was in Office at the Centre at that time. Therefore, dissimilar criteria have been followed through dissimilar Governors even in similar circumstances. Dismissal of a Ministry: A Chief Minister and his Ministry hold office throughout the pleasure of the Governor, which is not subject to any scrutiny. Though, the Governor has to exercise his discretion judiciously. There is a general feeling that the Governors have not done so. For instance, the Governor of West Bengal, Mr. Dharma Veera dismissed the Ajoy Mukheijee Ministry in 1967 on the grounds that he did not call a meeting of the Assembly within the time specified through the Governor for proving the majority. The action was severely criticized through several jurists who felt that it was a wrong convention to establish. It would have been much better to establish the convention that a Governor can call a meeting of the Assembly to test the

the Chief Minister refuses to do so. The opposition interpreted it as a deliberate attempt on the

majority of the government, in case the Chief Minister refuses to do so. The opposition interpreted it as a deliberate attempt on the

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37/219 **SUBMITTED TEXT** 19 WORDS **96%** **MATCHING TEXT** 19 WORDS

on part of the Governor for helping the ruling party at the Centre. According to 28 ?

on the part of the Governor for helping the ruling party at the Centre. According to

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38/219 **SUBMITTED TEXT** 17 WORDS **64%** **MATCHING TEXT** 17 WORDS

the amount payable by the state exchequer to the District Council as royalty from the licenses for

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39/219 **SUBMITTED TEXT** 579 WORDS **93%** **MATCHING TEXT** 579 WORDS

Governor's pleasure is subject to the Ministry enjoying the confidence of the Assembly, which alone should decide the fate of a Ministry. iii) Dissolution of the Assembly In British Parliamentary Democracy, the king is guided by the advice of the Prime Minister in the matter of dissolution of the House of Commons. Likewise, the Governor should be guided by the advice of the Chief Minister in the matter of dissolution of the Assembly. Unfortunately, such a convention has not been established in India. For example, in 1967 the Chief Minister of Punjab, Mr. Gurnam Singh advised the Governor to dissolve the Assembly. His advice was not accepted by the Governor on the grounds that as long as it is possible to form a government, the Assembly should not be dissolved. Same thing happened to the advice of Mr. Charan Singh when he advised the Governor of U.P. in 1968 to dissolve the Assembly. In 2003, the Chief Minister of U.P. Ms. Mayawati advised the Governor to dissolve the Assembly but the Governor did not accept the advice on the ground that the party in power had lost the majority. The opposition parties have alleged that here again the Governor have tended to act according to the wishes of the Central Government. iv) Use of Emergency Powers It has also been alleged that the Governors have not used their discretion judiciously in advising the President for using his emergency powers under Article 356 of the Constitution. In 1959 itself, the Governor of Kerala reported to the President that due to failure of law and order, the government of the state could not be carried on according to the provisions of the Constitution. The first non- Congress state government of the country was thrown out by the President on the basis of this report, which was severely criticised by all sections of the opposition. In 1984, the Governors of J&K and Andhra Pradesh verified the numerical support of the ruling (non-Congress) parties in the Assembly and hurriedly advised the dismissal of the state governments on the ground that in the absence of stable majorities, the governments of these states could not be carried on according to the Constitution. In either case, the majority of the government was not tested on the floor of the Assembly. Moreover, in case of Andhra Pradesh even the arithmetic of numbers proved to be incorrect. In these cases, there were open allegations also that the Governors had tried to reduce the state governments to a minority. NSOU ? CC-PA-04 ? 29 2.5 Conclusion Thus, it appears that our Constitution envisages a dual role for the Governor. He is a Constitutional head of the state government as well as a representative of the President. The mode of

Governor's pleasure is subject to the Ministry enjoying the confidence of the Assembly, which alone should decide the fate of a Ministry. Dissolution of the Assembly: In British Parliamentary Democracy, the king is guided through the advice of the Prime Minister in the matter of dissolution of the House of Commons. Likewise, the Governor should be guided through the advice of the Chief Minister in the matter of dissolution of the Assembly. Unluckily, such a convention has not been recognized in India. For instance, in 1967 the Chief Minister of Punjab, Mr. Gurnam Singh advised the Governor to dissolve the Assembly. His advice was not accepted through the Governor on the grounds that as long as it is possible to form a government, the Assembly should not be dissolved. Same thing happened to the advice of Mr. Charan Singh when he advised the Governor of U.P. in 1968 to dissolve the Assembly. In 2003, the Chief Minister of U.P. Ms. Mayawati advised the Governor to dissolve the Assembly but the Governor did not accept the advice on the ground that party in power had lost the majority. The opposition parties have alleged that here again the Governors have tended to act according to the wishes of the Central Government. Use of Emergency Powers: It has also been alleged that the Governors have not used their discretion judiciously in advising the President for using his emergency powers under Article 356 of the Constitution. In 1959 itself, the Governor of Kerala reported to the President that due to failure of law and order, the government of the state could not be accepted on according to the provisions of the Constitution. The first non-Congress state government of the country was thrown out through the President on the basis of this report, which was severely criticized through all sections of the Opposition. In 1984, the Governors of J&K and Andhra Pradesh verified the numerical support of the ruling (non- Congress) parties in the Assembly and hurriedly advised the dismissal of the state governments on the ground that in the absence of stable majorities, the governments of these states could not be accepted on according to the Constitution. In either case, the majority of the government was not tested on the floor of the Assembly. Moreover, in case of Andhra Pradesh even the arithmetic of numbers proved to be incorrect. In these cases, there were open allegations also that the Governors had tried to reduce the state governments to a minority . General Remarks Therefore, it appears that our Constitution envisages a dual role for the Governor. He is a Constitutional head of the state government as well as a representative of the

appointment of the Governor and his holding office during the pleasure of the President have tended to emphasise the second role of the Governor, i.e., his role as a representative of the President. Since the President has to act on the advice of the Council of Ministers headed by the Prime Minister, the Governor has to indirectly act according to the wishes of the leader of the ruling party at the Centre. This has been resented by the opposition parties and has also been criticised by eminent jurists. It has been argued that provisions regarding the appointment and termination of the Governor have made him a tool of the ruling party at the Centre and not an impartial head of the state. On the other side, it has been argued that the mode of appointment and termination of the Governor was deliberately adopted by the framers of Constitution, after a good deal of debate, with a view to guard against the fissiparous tendencies present in our polity. 2.6

President. The mode of appointment of the Governor and his holding office throughout the pleasure of the President has tended to emphasize the second role of the Governor, i.e., his role as a representative of the President. Since the President has to act on the advice of the Council of Ministers headed through the Prime Minister, the Governor has to indirectly act according to the wishes of the leader of the ruling party at the Centre. This has been resented through the opposition parties and has also been criticized through eminent jurists. It has been argued that provisions concerning the appointment and termination of the Governor have made him a tool of the ruling party at the Centre and not an impartial head of the state. On the other side, it has been argued that the mode of appointment and termination of the Governor was deliberately adopted through the framers of Constitution, after a good deal of debate, with a view to guard against the fissiparous tendencies present in our polity.

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40/219 **SUBMITTED TEXT** 19 WORDS **52%** **MATCHING TEXT** 19 WORDS

failure of the constitutional machinery in the state is the discretionary power of the Governor. b) The proclamation of the President'

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41/219 **SUBMITTED TEXT** 18 WORDS **58%** **MATCHING TEXT** 18 WORDS

of the state. ? Indicate the legislative functions of the Governor. ? Describe the executive powers of the Governor. ?

SA VANITHA-197211EP119.docx (D129003930)

42/219 **SUBMITTED TEXT** 20 WORDS **65%** **MATCHING TEXT** 20 WORDS

the constitutional head is the Governor and the real executive is the council of ministers headed by the Chief Minister.

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43/219 **SUBMITTED TEXT** 14 WORDS **76%** **MATCHING TEXT** 14 WORDS

aid and advise the Governor in the discharge of his/her functions except the discretionary

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44/219 **SUBMITTED TEXT** 32 WORDS **39%** **MATCHING TEXT** 32 WORDS

to the office of the Governor. ? Discuss the changing role of the Governor in India today. ? Examine the role of the Governor in Centre–State relations. ? Discuss the role of the Governor

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

45/219 **SUBMITTED TEXT** 14 WORDS **71%** **MATCHING TEXT** 14 WORDS

the Chief Minister and the Governor 4.1 Introduction The Chief Minister is the prototype of

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46/219 **SUBMITTED TEXT** 21 WORDS **45%** **MATCHING TEXT** 21 WORDS

the convention of the parliamentary system of governance that the leader of the majority party will be appointed as the Chief Minister.

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47/219 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

is in a position to form the ministry, then the Governor

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

48/219 **SUBMITTED TEXT** 16 WORDS **96%** **MATCHING TEXT** 16 WORDS

the council of ministers The Chief Minister is the leader of the council of ministers. He

the Council of Ministers The Chief Minister is the leader of the Council Ministers. he

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49/219 **SUBMITTED TEXT** 21 WORDS **50%** **MATCHING TEXT** 21 WORDS

and functions The functions of the Chief Minister can be explained under the following heads : a) As the leader of the

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50/219 **SUBMITTED TEXT** 15 WORDS **68%** **MATCHING TEXT** 15 WORDS

the Chief Minister plays the role of mediator between the Governor and the council of ministers.

the chief minister is the principal channel of communication between the Governor and the council of ministers (

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51/219 **SUBMITTED TEXT** 37 WORDS **33%** **MATCHING TEXT** 37 WORDS

the decisions of the council of ministers to the Governor and places the advice of the Governor before the council for consideration. In fact he is bridge or channel of communication between the Governor and the council of ministers.

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52/219 **SUBMITTED TEXT** 12 WORDS **87%** **MATCHING TEXT** 12 WORDS

Advocate General, Chairman and other members of the State Public Service Commission

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53/219 **SUBMITTED TEXT** 318 WORDS **91%** **MATCHING TEXT** 318 WORDS

The Chief Minister is the leader of the Council of Ministers. With the passage of time, the position of Chief Minister has strengthened vis-a-vis his Council of Ministers. He has to assign portfolios among his ministers and can change such portfolios when he likes. He plays a coordinating role in the functioning of his Council of Ministers. He has to see that the decisions of the various departments are coherent. He has to lead and defend his Council of Ministers in the Assembly. In short, he has to ensure the collective responsibility of the Council of Ministers to the State Assembly. The Chief Minister sets the agenda for the Cabinet and greatly influences its decisions. He takes decisions on important matters of coordination even though these are allotted to individual ministers. Moreover, the Governor appoints the Council of Ministers on the advice of the Chief Minister and the ministers hold Office during the pleasure of the Governor. As a result of these provisions, the Minister, in fact, holds office during the pleasure of the Chief Minister. This power of dismissing the ministers at will and the power to change their portfolios has greatly strengthened the power of the Chief Minister in relation to his ministers and ultimately the Council of Ministers. It must also be realised that the power of the Chief Minister in relation to his Council of Ministers also depends on political conditions prevailing in the state. If a cohesive party has an absolute majority in the Assembly, the Chief Minister becomes very powerful and the ministers are afraid of him. His power is further enhanced in case of a statewide regional party for, in that case he is not subject to the discipline of the national leadership. The position of a Chief Minister gets weakened if he heads a coalition government or a faction-ridden party. In either case, he or she has to effect compromises to keep a balance among the coalition partners or various factions within the party. 46 ? NSOU ? CC-PA-04 Powers of

The Chief Minister is the leader of the Council of Ministers. With the passage of time, the position of Chief Minister has strengthened vis-à-vis his Council of Ministers. He has to assign portfolios in the middle of his ministers and can change such portfolios when he likes. He plays a coordinating role in the functioning of his Council of Ministers. He has to see that the decisions of the several departments are coherent. He has to lead and defend his Council of Ministers in the Assembly. In short, he has to ensure the communal responsibility of the Council of Ministers to the State Assembly. The Chief Minister sets the agenda for the Cabinet and greatly influences its decisions. He takes decisions on significant matters of coordination even though these are allotted to individual ministers. Moreover, the Governor appoints the Council of Ministers on the advice of the Chief Minister and the ministers hold Office throughout the pleasure of the Governor. As a result of these provisions, the Minister, in fact, holds Office throughout the pleasure of the Chief Minister. This power of dismissing the ministers at will and the power to change their portfolios has greatly strengthened the power of the Chief Minister in relation to his ministers and ultimately the Council of Ministers. It necessity also be realized that the power of the Chief Minister in relation to his Council of Ministers also depends on political circumstances prevailing in the state. If a cohesive party has an absolute majority in the Assembly, the Chief Minister becomes very powerful and the ministers are afraid of him. His power is further enhanced in case of a statewide local party for, in that case he is not subject to the discipline of the national leadership. The position of a Chief Minister gets weakened if he heads a coalition government or a faction- ridden party. In either case, he or she has to affect compromises to keep a balance in the middle of the coalition partners or several factions within the party. powers of

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54/219	SUBMITTED TEXT	220 WORDS	91%	MATCHING TEXT	220 WORDS

the Governor : The powers of Chief Minister in relation to the Governor have not been mentioned anywhere in the Constitution. A convention was sought to be established whereby the Chief Minister could be consulted regarding the appointment of the Governor in his state. Even this has not been followed by the Union government in many cases. The only other power, which can be indirectly inferred from the Constitution is the power to exercise executive power of the state in the name of the Governor. All the public appearances of the Governor and the speeches delivered by him on such occasions have to be in accordance with policy laid down by the Council of Ministers headed by the Chief Minister; the speeches of the Governor on ceremonial occasions and the annual speech before the Assembly have to be approved by the Cabinet. Powers of the Chief Minister in relation to the Legislature The Chief Minister is also the leader of the House. Apart from this formal position, the Chief Minister provides real legislative leadership to the House in the sense that -he sets the legislative agenda. The legislative measures are brought before the Assembly after the approval of the Council of Ministers headed by the Chief Minister. It is true that private members may also bring a Bill before the Assembly. But, that has a limited chance of success. Apart from the fact that it has

the party. The powers of Chief Minister in relation to the Governor have not been mentioned anywhere in the Constitution. A convention was sought to be recognized whereby the Chief Minister could be consulted concerning the appointment of the Governor in his state. Even this has not been followed through the Union government in several cases. The only other power, which can be indirectly inferred from the Constitution is the power to exercise executive power of the state in the [name of the Governor. All the public appearances of the Governor and the speeches delivered through him on such occasions have to be in accordance with policy laid down the Council of Ministers headed through the Chief Minister. the speeches of the Governor on ceremonial occasions and the annual speech before the Assembly have to be approved through the Cabinet. Powers of the Chief Minister in Relation to the Legislature The Chief Minister is also the leader of the House. Separately from this formal position, the Chief Minister gives real legislative leadership to the House in the sense that he sets the legislative agenda. The legislative measures are brought before the Assembly after the approval of the Council of Ministers headed through the Chief Minister. It is true that private members may also bring a Bill before the Assembly. But, that has a limited chance of success. Separately from the fact that it has

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55/219 **SUBMITTED TEXT** 166 WORDS **96%** **MATCHING TEXT** 166 WORDS

backing of the majority party, the private members do not have the wealth of information that is available to the government. Apart from setting up the legislative agenda, the Chief Minister has to keep the Assembly informed about the various activities of the government by answering questions, making statements, intervening in the debates, etc. Powers of the Chief Minister in relation to the Executive By virtue of being the head of the political executive, the Chief Minister controls the entire bureaucracy of the state. In this function, he is assisted by the Secretariat headed by the Chief Secretary. He approves all senior appointments like those of Secretaries, Additional/Joint/Deputy Secretaries, Heads of the Departments, Chairpersons and Managing Directors of Public Sector Undertakings, etc. Through his Cabinet, he controls their service conditions and disciplinary matters. He provides them leadership to ensure good performance and good morale. At the same time, he has to keep a watch on their performance through administrative channels as well as through his own sources like party workers, complaints fiom aggrieved persons and actual observation during tours.

backing of the majority party, the private members do not have the wealth of information, that is, available to the government. Apart from setting up the legislative agenda, the Chief Minister has to keep the Assembly informed about the various activities of the government by answering questions, making statements, intervening in the debates, etc. iv) Powers of the Chief Minister in relation to the Personnel By virtue of being the head of the political executive, the Chief Minister controls the entire bureaucracy of the state. In this function, s/he is assisted by the Secretariat headed by the Chief Secretary. S/he approves all senior appointments like those of Secretaries, Additional/Joint/Deputy Secretaries, Heads of the Departments, Chairpersons and Managing Directors of Public Sector Undertakings, etc. Through her/his Cabinet, s/he controls their service conditions and disciplinary matters. S/he provides them leadership to ensure good performance and good morale. At the same time, s/he has to keep a watch on their performance through administrative channels as well as through her/his own sources like party workers, complaints from aggrieved persons and actual observation during tours

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56/219 **SUBMITTED TEXT** 15 WORDS **66%** **MATCHING TEXT** 15 WORDS

The Governor appoints the leader of his party or the coalition as the Chief Minister,

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57/219 **SUBMITTED TEXT** 83 WORDS **21%** **MATCHING TEXT** 83 WORDS

the Chief Minister. ? Analyse the position of the Chief Minister. ? Give a brief account of the appointment and removal of the Chief Minister. ? Mention the powers of the Chief Minister as the leader of the house. ? Write the powers of the Chief Minister as the leader of the Council of Ministers. ? Briefly mention the functions of the Chief Minister as the chief advisor of the Governor. ? Examine the powers of the Chief Minister in relation to the Governor. ? Discuss the role of the

THE CHIEF MINISTER The position of the Chief Minister of the State corresponds to the of the Prime Minister the Centre. The Chief Minister, who is by the is the head the State Council Ministers. He is the leader of the majority party in State Legislative Assembly. Functions of the Chief Minister To communicate to the Governor all the decisions of the Council of Ministers relating to the administration of affairs of the

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58/219 **SUBMITTED TEXT** 24 WORDS **77%** **MATCHING TEXT** 24 WORDS

S. R. (2000), State Governments in India. New Delhi, The Macmillan Company of India Limited. ? Pande, L. B. 1984, The State Executives, Amar Prakashan,

S.R. (2000). State Governments in India. New Delhi, India: The Macmillan Company of India Limited. State and District Administration 39 Pandey, L.B. (1984). The State Executives. Delhi, India: Amar Prakashan.

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59/219 **SUBMITTED TEXT** 14 WORDS **88%** **MATCHING TEXT** 14 WORDS

state's de jure head, but de facto executive authority rests with the Chief Minister. 4.7

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60/219 **SUBMITTED TEXT** 22 WORDS **54%** **MATCHING TEXT** 22 WORDS

Understand the meaning of the State Secretariat. ? Explain the Structure of the State Secretariat ? Discuss the Structure of the State Secretariat

Understand the meaning, significance and role of the State Secretariat; ? Explain the vertical structure of a typical Secretariat Department and the pattern of departmentalisation in the State Secretariat; ?

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61/219 **SUBMITTED TEXT** 11 WORDS **90%** **MATCHING TEXT** 11 WORDS

at the Centre and in the States of the Indian Union.

SA Issues in indian polity.docx (D115818322)

62/219 **SUBMITTED TEXT** 13 WORDS **76%** **MATCHING TEXT** 13 WORDS

The expression 'Secretariat' is used to refer to the summation of all departments

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

63/219 **SUBMITTED TEXT** 13 WORDS **100%** **MATCHING TEXT** 13 WORDS

the departments are headed politically by the Ministers and administratively by the Secretaries

SA MHYS-45 Indian Administrative System.docx (D151906351)

64/219 **SUBMITTED TEXT** 22 WORDS **93%** **MATCHING TEXT** 22 WORDS

the secretary is the secretary to the State Government as a whole, not to the individual Minister. The secretary is normally, a	The Secretary is the Secretary to the Government as a whole, not to the Minister. The Secretary is normally a

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65/219 **SUBMITTED TEXT** 24 WORDS **100%** **MATCHING TEXT** 24 WORDS

The administrative philosophy to which the secretariat system owes its existence is that policy making must be kept separate from policy execution. Several advantages	The administrative philosophy to which the secretariat system owes its existence is that policy-making must be kept separate from policy execution. Several advantages

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66/219 **SUBMITTED TEXT** 166 WORDS **97%** **MATCHING TEXT** 166 WORDS

claimed in favour of such an arrangement: i) Freedom from operational involvement makes the policy making apparatus forward looking and allows it to think in terms of overall goals of government rather than narrow, sectional interests of individual departments. ii) Policy making receives the time and attention it deserves, if different set of persons are charged with the functions of policy making as well as its execution. This is because, policy making, is a serious exercise in drawing up what would be a future course of action. It should not be treated as less urgent than policy execution, which involves routine, day-to-day administration. iii) Secretariat serves as a disinterested adviser to the minister. It is important to remember that the secretary is the secretary to the government and not to the minister concerned, which ensures objective examination of the proposals coming from the executive departments. It enables a more balanced scrutiny of proposals. iv) Policy making must be separated from current administration and day-to-day implementation should be left to a different agency with executive freedom, which ensures delegation of authority.	claimed in favour of such an arrangement are: State and District Administration 43 i) Freedom from operational involvement makes the policy-making apparatus forward looking and allows it to think in terms of overall goals of government rather than narrow, sectional interests of individual departments. ii) Policy-making receives the time and attention it deserves, if different set of persons are charged with the functions of policy-making as well as its execution. This is because, policy-making is a serious exercise in drawing up what would be a future course of action. It should not be treated as less urgent than policy execution, which involves routine, day-to-day administration. iii) Secretariat serves as a disinterested adviser to the Minister. It is important to remember the Secretary is the Secretary to the government and not to the Minister concerned, which ensures objective examination of the proposals coming from the Executive Department. It enables a more balanced scrutiny of proposals. iv) Policy-making must be separated from current administration; and day-to-day implementation should be left to a different agency with executive freedom, which ensures delegation of authority.

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67/219 **SUBMITTED TEXT** 19 WORDS **100%** **MATCHING TEXT** 19 WORDS

It should be in order at this stage to portray the broad dimensions of the Secretariat's role in some detail.

It should be in order at this stage to portray the broad dimensions of the Secretariat's role in some detail.

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68/219 **SUBMITTED TEXT** 173 WORDS **89%** **MATCHING TEXT** 173 WORDS

This has many aspects. First, the secretary supplies to the minister all the data and information needed for policy formulation. Second, the secretaries sometimes provide the programmes, with content by working out their details, on whose strength ministers are voted to power. Third, the Secretariat assists ministers in their legislative work. Drafts of legislations to be introduced in the legislature by ministers are prepared by the secretaries. Besides, to answer questions in the Legislature, the minister needs relevant information; the secretary supplies this information to the minister. Secretary also collects information required with respect to the legislative committees. Fourth, the Secretariat functions as an institutionalised memory. This means that the emerging problems require an examination in the light of precedents. Records and files maintained in the Secretariat serve as an institutional memory and ensure continuity and consistency in the disposal of cases. Fifth, the Secretariat is a channel of communication between one government and another, and between the government and such agencies as the Planning Commission and Finance Commission. Finally, the Secretariat evaluates and keeps track of execution of policies by the field agencies 1.3 Structure of

This has several characteristics. First, the secretary supplies to the minister all the data and information needed for policy formulation. Second, the secretaries sometimes give the programmes, with content through working out their details, on whose strength ministers are voted to power. Third, the Secretariat assists ministers in their legislative work. Drafts of legislations to be introduced in the legislature through ministers are prepared through the secretaries. Besides, to answer questions in the Legislature, the minister needs relevant information; the secretary supplies this information to the minister. Secretary also collects information required with respect to the legislative committees. Fourth, the Secretariat functions as an institutionalized memory. This means that the emerging troubles require an examination in the light of precedents. Records and files maintained in the Secretariat serve as an institutional memory and ensure stability and consistency in the disposal of cases. Fifth, the Secretariat is a channel of communication flanked by one government and another, and flanked by the government and such agencies as the Planning Commission and Finance Commission. Finally, the Secretariat evaluates and keeps track of execution of policies through the field agencies. STRUCTURE OF

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69/219 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

the Chief Secretary is the head of the entire State Secretariat.

SA MHYS-45 Indian Administrative System.docx (D151906351)

70/219	SUBMITTED TEXT	36 WORDS	43%	MATCHING TEXT	36 WORDS

the Office staff comprises the superintendent (or section officer), assistants, upper division clerks NSOU ? CC-PA-04 ? 65 (UDCs), lower division clerks (LDCs), steno-typists and typists. They are also the permanent element in the Secretariat system. The

The office comprises the Superintendent (or Section Officer), Assistants, Upper Division and Lower Division Clerks, Steno-typists, and Typists. Unlike officers, the office constitutes the permanent element in the Secretariat system. While the

W http://www.jeywin.com/wp-content/uploads/2010/03/Optional-Public-Administration-11-State-and-Dist ...

71/219	SUBMITTED TEXT	30 WORDS	44%	MATCHING TEXT	30 WORDS

the states are mentioned below: 1. General Administration 2. Home 3. Finance 4. Revenue 5. Agriculture 6. Law 7. Forest 64 ? NSOU ? CC-PA-04 8. Jail 9. Labour and employment 10. Panchayati Raj 11. Public works 12. Irrigation and power 13.

SA MHYS-45 Indian Administrative System.docx (D151906351)

72/219	SUBMITTED TEXT	25 WORDS	80%	MATCHING TEXT	25 WORDS

departments. I. Home Department. II. Finance Department including Accounts Branch and Financial Advisers' offices 66 ? NSOU ? CC-PA-04 of R. R. and R., Food and

DEPARTMENTS I. Home Department. II. Finance Department including Accounts Branch and Financial Advisers offices of R. R. and R., Food and 2

W http://wbpar.gov.in/writereaddata/Common%20Cadre%20Rules1984_b.pdf

73/219 **SUBMITTED TEXT** 173 WORDS **97%** **MATCHING TEXT** 173 WORDS

Supplies and Development and Planning Departments. IIIA. Legislative Department. IIIB. Judicial Department. IV. Department of Land and Land Reforms. V. Department of Agriculture including Inputs Branch. VI. Department of Animal Husbandry and Veterinary Services. VII. Department of Forests. VIII. Department of Commerce and Industries. IX. Department of Labour. X. Department of Education including office of State Archives. XI. Department of Health and Family Welfare. XII. Department of Local Government and Urban Development. XIII. Department of Refugee Relief and Rehabilitation, Relief and Welfare, Scheduled Castes and Tribes Welfare Department. XIV. Public Works Department including P. W. Roads Department and Construction Board. XV. Department of Irrigation and Waterways. XVI. Department of Food and Supplies. XVII. Department of Development and Planning including State-Planning Board and Town and Country Planning Branch. XVIII. Department of Fisheries. XIX. Department of Cottage and Small Scale Industries. XX. Department of Excise. XXI. Department of Co-operation. XXII. Department of Housing. XXIII. Department of Panchayats and Community Development including Panchayats and C. D. Branches. NSOU ? CC-PA-04 ? 67 XXIV. Department of Information and Cultural Affairs. XXV. Department of Public Undertakings. XXVI. Department of Power. XXVII. Department of Industrial Reconstruction. XXVIII. Department of Youth Services. XXIX. Department of Tourism. XXX. Metropolitan Development Department. XXXI. Department of Environment.

Supplies and Development and Planning Departments. IIIA. Legislative Department. IIIB. Judicial Department. IV. Department of Land and Land Reforms. V. Department of Agriculture including Inputs Branch. VI. Department of Animal Husbandry and Veterinary Services. VII. Department of Forests. VIII. Department of Commerce and Industries. IX. Department of Labour. X. Department of Education including office of State Archives. XI. Department of Health and Family Welfare. XII. Department of Local Government and Urban Development. XIII. Department of Refugee Relief and Rehabilitation, Relief and Welfare, Scheduled Casts and Tribes Welfare Department. XIV. Public Works Department including P. W. (Roads< Department and Construction Board. XV. Department of Irrigation and Waterways. XVI. Department of Food and Supplies. XVII. Department of Development and Planning including State-Planning Board and Town and Country Planning Branch. XVIII. Department of Fisheries. XIX. Department of Cottage and Small Scale Industries. XX. Department of Excise. XXI. Department of Co-operation. XXII. Department of Housing. XXIII. Department of Panchayats and Community Development-including Panchayats and C. D. Branches. XXIV. Department of Information and Cultural Affairs. XXV. Department of Public Undertakings. XXVI. Department of Power. XXVII . Department of Industrial Reconstruction. XXVIII. Department of Youth Services. XXIX. Department of Tourism. XXX. Metropolitan Development Department. XXXI. Department of Environment.

W http://wbpar.gov.in/writereaddata/Common%20Cadre%20Rules1984_b.pdf

74/219 **SUBMITTED TEXT** 18 WORDS **90%** **MATCHING TEXT** 18 WORDS

Land and Land Reforms & Refugee Relief And Relabilitation ? Information and Cultural Affairs ? Personnel and Administrative Reforms ?

Land and Land Reforms & Refugee Relief And Rehabilitation • Information and Cultural Affairs • Personnel and Administrative Reforms •

W http://wbcmo.gov.in/cmo.aspx

75/219	SUBMITTED TEXT	14 WORDS	78%	MATCHING TEXT	14 WORDS

Section Officers ? Head Assistants ? Upper Division Assistants ? Lower Division Assistants ? Steno-typists and Typists ?

Section Officers, Head Assistants, Upper Division Assistants, Lower Division Assistants [Typists Supervisory Grade], Typists (Grade I) and Typists

W http://wbpar.gov.in/writereaddata/Common%20Cadre%20Rules1984_b.pdf

76/219	SUBMITTED TEXT	97 WORDS	90%	MATCHING TEXT	97 WORDS

Pattern of Departmentalization in State Secretariat Each secretary is normally in charge of more than one department. The number of secretariat departments would therefore be larger than the number of secretaries. The number of secretariat departments, quite naturally, varies from state to state. Their number broadly ranges between 10 and 40 in different states. The number of departments in a particular state is not necessarily related to its size in terms of population. For instance, a small state like Mizoram had as many as 36 secretariat departments in 1987, the corresponding figure for Andhra Pradesh (which is a much larger state), was 19 in 1982

PATTERN OF DEPARTMENTALISATION IN STATE SECRETARIAT Each secretary is normally in charge of more than one department. The number of secretariat departments would so be larger than the number of secretaries. The number of secretariat departments, quite naturally, varies from state to state. Their number broadly ranges flanked by 10 and 40 in dissimilar states. The number of departments in a scrupulous state is not necessarily related to its size in conditions of population. For instance, a small state like Mizoram had as several as 36 secretariat departments in 1987, the corresponding figure for Andhra Pradesh (which is a much larger state), was 19 in 1982.

W https://niilmuniversity.in/coursepack/humanities/Basic_of_Indian_Administration.pdf

77/219	SUBMITTED TEXT	119 WORDS	84%	MATCHING TEXT	119 WORDS

Larger number of departments, in particular states, would result from restricting the scope of the functions and charges of those which may be created. Partly, such increase in the number of departments may arise from the peculiar problems a particular state may face. There is a lot of criticisms about the work allocation existing in the secretariat departments, which are: First, work allocation is lop-sided in that some departments are burdened with more work than others. Second, allocation is far from rational even in terms of homogeneity of work. Not only are the subjects handled by a particular department too numerous and therefore unmanageable but these are also too heterogeneous, causing problems of coordination. These are further aggravated when charges of particular departments are incomplete in scope. 1.6

Larger number of departments, in scrupulous states, would result from restricting the scope of the functions and charges of those which may be created. Partly, such augment in the number of departments may arise from the peculiar' troubles a scrupulous state may face. There is a lot of criticism about the work allocation existing in the secretariat departments, which is: First, work allocation is lop-sided in that some departments are burdened with more work than others. Second, allocation is far from rational even in conditions of homogeneity of work. Not only are the subjects handled through a scrupulous department too numerous and so unmanageable but these are also too heterogeneous, causing troubles of coordination. These are further aggravated when charges of scrupulous departments are partial in scope.

W https://niilmuniversity.in/coursepack/humanities/Basic_of_Indian_Administration.pdf

78/219	SUBMITTED TEXT	13 WORDS	88%	MATCHING TEXT	13 WORDS

Secretary/ Secretary ? Special Secretary/Additional Secretary ? Joint Secretary ? Deputy Secretary ? Under Secretary ? Assistant Secretary

Secretary / Secretary Special Secretary /Additional secretary Joint Secretary Deputy Secretary Under Secretary Asst. Secretary

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

79/219	SUBMITTED TEXT	13 WORDS	76%	MATCHING TEXT	13 WORDS

The expression 'Secretariat' is used to refer to the summation of all departments

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

80/219	SUBMITTED TEXT	35 WORDS	54%	MATCHING TEXT	35 WORDS

the Office staff comprises 72 ? NSOU ? CC-PA-04 the superintendent (or section officer), assistants, upper division clerks (UDCs), lower division clerks (LDCs), steno-typists and typists. They are also the permanent element in the Secretariat system.

The office comprises the Superintendent (or Section Officer), Assistants, Upper Division and Lower Division Clerks, Steno-typists, and Typists. Unlike the office constitutes the permanent element in the Secretariat system.

W http://www.jeywin.com/wp-content/uploads/2010/03/Optional-Public-Administration-11-State-and-Dist ...

81/219	SUBMITTED TEXT	24 WORDS	100%	MATCHING TEXT	24 WORDS

the departments are headed politically by the Ministers and administratively by the Secretaries. The Chief Secretary is the head of the entire State Secretariat.

SA MHYS-45 Indian Administrative System.docx (D151906351)

82/219	SUBMITTED TEXT	17 WORDS	76%	MATCHING TEXT	17 WORDS

the office of the Secretaries. The expression Secretariat is used to refer to the complex of departments.

the office of ministers and The expression Secretariat, it has been is used to refer to the complex of departments

W https://niilmuniversity.in/coursepack/humanities/Basic_of_Indian_Administration.pdf

83/219 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

the Chief Secretary is the head of the entire State Secretariat

SA MHYS-45 Indian Administrative System.docx (D151906351)

84/219 **SUBMITTED TEXT** 13 WORDS **88%** **MATCHING TEXT** 13 WORDS

the departments. The Chief Secretary is the head of the entire State Secretariat. 2.2

SA MHYS-45 Indian Administrative System.docx (D151906351)

85/219 **SUBMITTED TEXT** 29 WORDS **80%** **MATCHING TEXT** 29 WORDS

acts “as a memory and a clearing house preparatory to certain types of decisions and as a general supervisor of executive action.” Some important functions of the State Secretariat are

acts —as a memory and a clearing house, preparatory to sure kinds of decisions and as a general supervisor of executive actionll. The main functions of the State Secretariat are

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86/219 **SUBMITTED TEXT** 24 WORDS **48%** **MATCHING TEXT** 24 WORDS

the Directorate and other field agencies. Fifth, The secretariat not only supervises the implementation of various policies but evaluates the performance of different field agencies also.

the Directorates and other field agencies for the efficient implementation of Government policies and decisions. 4. It monitors the implementation of various programmes and evaluates the performance of different field agencies. 5. It also

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87/219 **SUBMITTED TEXT** 11 WORDS **95%** **MATCHING TEXT** 11 WORDS

the State Government in policy making and discharging its legislative functions.

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

88/219 **SUBMITTED TEXT** 18 WORDS **68%** **MATCHING TEXT** 18 WORDS

acts as the spokesman of the state government. It maintains contacts with the central government and other state governments.

acts as the spokesman of the Government and maintains contact with the Central Government and other State Governments

W http://www.jeywin.com/wp-content/uploads/2010/03/Optional-Public-Administration-11-State-and-Dist ...

89/219 **SUBMITTED TEXT** 13 WORDS **88%** **MATCHING TEXT** 13 WORDS

the Ministers in policy making and in modifying policies from time to time.

SA MHYS-45 Indian Administrative System.docx (D151906351)

90/219 **SUBMITTED TEXT** 23 WORDS **78%** **MATCHING TEXT** 23 WORDS

All-India conferences and important conferences of state level; NSOU ? CC-PA-04 ? 77 9. Public accounts committee, estimates committee, assembly and parliamentary questions; 10.

All-India conferences and important conferences of state level; ? Delegation of powers; ? Public Accounts Committee, Estimates Committee, assembly and parliamentary questions; ?

W https://epgp.inflibnet.ac.in/epgpdata/uploads/epgp_content/S000029PE/P001576/M020562/ET/151419374 ...

91/219 **SUBMITTED TEXT** 89 WORDS **89%** **MATCHING TEXT** 89 WORDS

prescribed the following functions which should be performed by the secretariat. General: 1. All matters of general policy; 2. Inter-departmental co-ordination; 3. Matters involving the framing of new legal enactments or rules or amendments in the existing ones. Cases involving interpretation or relaxation of existing rules or government orders; 4. Correspondence with the Government of India and other governments; 5. All matters relating to the preparations or adoption of new plan schemes and important modifications in the existing schemes; 6. Review of the progress of plan schemes, both physical and financial; 7. Inspection reports and tour notes, recorded by

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

92/219 **SUBMITTED TEXT** 50 WORDS **87%** **MATCHING TEXT** 50 WORDS

Appeals, revisions, etc. within the powers of the State Government. Financial Matters: 1. Scrutiny and approval of development budget estimates, major appropriation of accounts, surrender of funds, and supplementary grants; 2. All proposals involving new items of expenditure; 3. Financial sanctions not within the competence of the Heads of Departments; 4. Sanction of expenditure from

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

93/219 **SUBMITTED TEXT** 80 WORDS **72%** **MATCHING TEXT** 80 WORDS

cases beyond powers of Heads of Departments and audit objections regarding the offices of Heads of Department, etc. Service Matters: 1. Approval of service rules and amendments thereto; 2. Papers relating to senior appointments/promotions/transfers of the Deputy Heads of Departments and above and cases of disciplinary proceedings against these officers; 3. Initial appointment of officers belonging to the state service and infliction of major punishments upon them; 4. Creation of posts, their extension and continuance, reemployment, resignation, special pay, allowances and pensions not within the powers of

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

94/219 **SUBMITTED TEXT** 29 WORDS **75%** **MATCHING TEXT** 29 WORDS

this type of concentration leads to inefficiency in the working of the Government. Second, the Secretariat being far away from the field are not aware of the problems in the

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

95/219 **SUBMITTED TEXT** 15 WORDS **90%** **MATCHING TEXT** 15 WORDS

This slow and tardy processing of the cases impairs the efficiency of the field agencies.

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

96/219 **SUBMITTED TEXT** 27 WORDS **69%** **MATCHING TEXT** 27 WORDS

the Secretariat officers have a very good existence. They work close to the centre of power and are able to develop better equation with them. Moreover, the Secretariat

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

97/219 **SUBMITTED TEXT** 14 WORDS **96%** **MATCHING TEXT** 14 WORDS

which do not have a close bearing on policy making should be transferred to appropriate

which do not have a close bearing on policy making should be transferred to an appropriate,

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

98/219 **SUBMITTED TEXT** 17 WORDS **76%** **MATCHING TEXT** 17 WORDS

the office of the Secretaries. The expression Secretariat is used to refer to the complex of departments.

the office of ministers and The expression Secretariat, it has been is used to refer to the complex of departments

W https://niilmuniversity.in/coursepack/humanities/Basic_of_Indian_Administration.pdf

99/219 **SUBMITTED TEXT** 21 WORDS **85%** **MATCHING TEXT** 21 WORDS

scheme of grouping of subjects into departments should not be changed to provide for an increase in the number of ministers'

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

100/219 **SUBMITTED TEXT** 13 WORDS **88%** **MATCHING TEXT** 13 WORDS

the departments. The Chief Secretary is the head of the entire State Secretariat.

SA MHYS-45 Indian Administrative System.docx (D151906351)

101/219 **SUBMITTED TEXT** 11 WORDS **95%** **MATCHING TEXT** 11 WORDS

the State Government in policy making and discharging its legislative functions.

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

102/219 **SUBMITTED TEXT** 21 WORDS **92%** **MATCHING TEXT** 21 WORDS

as a memory and a clearing house preparatory to certain types of decisions and as a general supervisor of executive action." 2.7

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

103/219 **SUBMITTED TEXT** 15 WORDS **100%** **MATCHING TEXT** 15 WORDS

Simon commission, the executive department "is an administrative unit, separate from 84 ?

Simon Commission, the executive department 'is an administrative unit, separate from

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104/219 **SUBMITTED TEXT** 54 WORDS **100%** **MATCHING TEXT** 54 WORDS

the Secretariat, which reaches its apex, usually, in a single officer like the Inspector- General of Police or the Chief Conservator of Forests, outside the Secretariat altogether. Such a head of department will usually be concerned principally with a single secretary to Government and a single.....Minister, for his orders and the funds which he has to spend."

the Secretariat, which reaches its apex, usually, in a single officer like the Inspector-General of Police, or the Chief Conservator of Forests, outside the Secretariat altogether. Such a head of department will usually be concerned principally with a single Secretary to Government and a single Minister, for his orders and the funds which he has to spend.'

W http://www.jeywin.com/wp-content/uploads/2010/03/Optional-Public-Administration-11-State-and-Dist ...

105/219 **SUBMITTED TEXT** 12 WORDS **87%** **MATCHING TEXT** 12 WORDS

Secretariat. Excepting few cases, each secretariat department has a corresponding executive department

secretariat departments. Excepting for a few cases, each Secretariat department has a corresponding executive department.

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

106/219 **SUBMITTED TEXT** 19 WORDS **61%** **MATCHING TEXT** 19 WORDS

the head of a Directorate may also be known as Commissioner, Director-General, Inspector-General, Registrar, Chief Engineer, Controller, and so on.

the head of a Directorate (i.e., executive department or executive agency) may also be known by various names viz. Commissioner, Director –General, Inspector – General, Registrar, Controller Chief Engineer, Chief Conservator, and so on. 3.2.7.1

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

107/219 **SUBMITTED TEXT** 16 WORDS **70%** **MATCHING TEXT** 16 WORDS

Questions ? Discuss the functions of the State Secretariat.
? Write a note on the recommendations of

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

108/219 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

the executive department is an administrative unit, separate from the Secretariat.

the executive department 'is an administrative unit, separate from the Secretariat,

W http://www.jeywin.com/wp-content/uploads/2010/03/Optional-Public-Administration-11-State-and-Dist ...

109/219 **SUBMITTED TEXT** 23 WORDS **55%** **MATCHING TEXT** 23 WORDS

To inspect the execution of work of departmental district staff. d. To allocate grants as per rules, making budget re-appropriation within prescribed limits. e. To

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

110/219 **SUBMITTED TEXT** 20 WORDS **73%** **MATCHING TEXT** 20 WORDS

should be based on the following general principles: i. Policy making should be main duty of the Secretariat and implementation of the

should be based on the following principles: i) Policy-making should be the responsibility of the Secretariat, and Policy implementation that of the

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111/219 **SUBMITTED TEXT** 39 WORDS **96%** **MATCHING TEXT** 39 WORDS

The Secretariat Department must be distinguished from the executive department. The Secretariat has the function of aiding, assisting and advising the political executive in arriving at policy choices. The heads of executive departments -who are known as director (although other nomenclature

The Secretariat Department must be distinguished from the Executive Department. The Secretariat has the function of aiding, assisting and advising the Political Executive in arriving at policy choices. The heads of Executive Departments – who are in the main known as Director (although other nomenclature

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also used to refer to them) -have the responsibility of implementing policies formulated by the political executive. Therefore, the secretaries assist in policy formulation whereas the directors' role lies in executing policy. Long ago, the Simon Commission had observed, that executive department 'is an administrative unit separate from the Secretariat, which reaches its apex, usually, in a single officer like the Inspector General of Police, or the Chief Conservator of Forests, outside the Secretariat altogether. Such a head of a department will usually be concerned principally with a single secretary to Government and a single . .. minister of his orders and the funds which he has to spend.' Each secretariat department is in charge of a number of executive departments. This number varies over a wide range with some departments taking charge of a much larger number of executive heads than others. There is an average of 6 to 7 executive departments in relation to one secretariat department. However, it must be carefully noted that not all secretariat departments have executive departments attached to them. Some of the secretariat departments are engaged in advisory and controlling functions and therefore do not have executive departments reporting to them. Examples are Departments of Law, Finance, etc. The Secretariat and executive departments organisationally express the policy formulation and policy execution processes involved in the functioning of the government; the two may be looked upon as extensions of the personality of the Council of Ministers. The former is a policy-making organ, the latter a policy executing organ. The secretariat department is normally headed by a generalist civil servant (drawn from the IAS), the executive department by a specialist. The specialist (the head of the executive department) functions under the supervision of the generalist (the secretary or the head of the secretariat department). This can be illustrated with some examples, Director of Agriculture, who is a specialist, in that he is trained in and holds a formal degree in agricultural sciences, would function under the supervision of the Secretary, Agriculture (a generalist, an IAS). The latter represents agriculture department at the secretariat level, whereas the Director of Agriculture represents agriculture department at the executive level. The director is the executive head of the agriculture department - the Directorate of Agriculture. Likewise, the home department in the Secretariat has the Director-General of 88 ? NSOU ? CC-PA-04 Police as its executive head of the department. Similar correlation exists between

also used to refer to them) - have the responsibility of implementing policies formulated through the political executive. So, the secretaries assist in policy formulation whereas the directors' role lies in executing policy. Long ago, the Simon Commission had observed, that executive department is an administrative unit separate from the Secretariat, which reaches its apex, usually, in a single officer like the Inspector General of Police, or the Chief Conservator of Forests, outside the Secretariat altogether. Such a head of a department will usually be concerned principally with a single secretary to Government and a single... minister of his orders and the funds which he has to spend.' Each secretariat department is in charge of a number of executive departments. This number varies over a wide range with some departments taking charge of a much larger number of executive heads than others. There is an average of 6 to 7 executive departments in relation to one secretariat department. Though, it necessity be cautiously noted that not all secretariat departments have executive departments attached to them. Some of the secretariat departments are engaged in advisory and controlling functions and so do not have executive departments reporting to them. Examples are Departments of Law, Finance, etc. The Secretariat and executive departments organizationally express the policy formulation and policy execution processes involved in the functioning of the government; the two may be looked upon as extensions of the personality of the Council of Ministers. The former is a policy-creation organ, the latter a policy executing organ. The secretariat department is normally headed through a generalist civil servant (drawn from the IAS), the executive department through a specialist. The specialist (the head of the executive department) functions under the supervision of the generalist (the secretary or the head of the secretariat department). This can be illustrated with some examples, Director of Agriculture, who is a specialist, in that he is trained in and holds a formal degree in agricultural sciences, would function under the supervision of the Secretary, Agriculture (a generalist, an IAS). The latter represents agriculture department at the secretariat stage, whereas the Director of Agriculture represents agriculture department at the executive stage. The director is the executive head of the agriculture department - the Directorate of Agriculture. Likewise, the home department in the Secretariat has the Director-general of Police as its executive head of the department.. Similar correlation obtains flanked by education secretary and education director, industries secretary and industries

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education secretary and education director, industries secretary and industries director, social welfare secretary and social welfare director, and so on. We have emphasised the distinctness of the roles of the Secretariat and the Directorate by saying that, while the former is concerned with policy formulation, the latter is concerned with policy execution (or with administering policy or to put it yet more simply, the administration). The question which may, therefore, be asked is whether policy and administration are discrete processes. The answer is that at a conceptual level, the two are distinct; it is possible to identify, and define them as two clearly distinguishable phenomena. But at a ' practical plane, the two are inextricably interlinked, even tend to become indistinguishable and therefore, it is difficult to say where the policy ends and administration begins. Policy is concerned with political choices and involves questions of broader values, whereas administration is concerned with implementing programmes emanating from particular policy decisions. Administration, therefore, involves such details of execution as framing organisational structures, staffing of organisations, coordinating activities, directing, controlling, motivating the personnel and so on. That the two are dichotomous is the traditional view, which owes its origin to Woodrow Wilson's essay of 1887, 'The Study of Administration'. Politics, he said, is the proper activity of Legislature and other policy-making groups (e.g., political parties, cabinet, etc.). Administration is the sphere of administrators who carry out the policies stated in the laws. The context of the dichotomy was the civil service reform movement of the 1880s in the United States, which aimed to eliminate political interference in civil service. It was argued that civil service recruitment should, in the interest of administrative efficiency, be based on considerations of merit and fitness rather than partisan politics. In other words, politics should be kept out of administration. Max Weber further justified separation of policy from administration by arguing that the attributes of politicians are exactly the opposite of those of the civil servants. The essence of politics is to take a stand, to take personal responsibility for the policies decided on, and to admit the transitory nature of the political role. The essence of administration is to execute conscientiously the order of the political authority, even if it appears wrong to the administrator. The administrator is politically neutral. He simply does what he is asked to do and assumes no personal responsibility. However, the complexities of governmental operations have increasingly required administrators to become involved in policy making or

director, social welfare secretary and social welfare director, and so on. We have emphasized the distinctness of the roles of the Secretariat and the Directorate through saying that, while the former is concerned with policy formulation, the latter is concerned with policy execution (or with administering policy or to put it yet more basically, the administration). The question which may, so, be asked is whether policy and administration are discrete processes. The answer is that at a conceptual stage, the two are separate; it is possible to identify and describe them as two clearly distinguishable phenomena. But at a practical plane, the two are inextricably interlinked, even tend to become indistinguishable and, so, it is hard to say where the policy ends and administration begins. Policy is concerned with political choices and involves questions of broader values, whereas administration is concerned with implementing programmes emanating from scrupulous policy decisions. Administration, so, involves such details of execution as framing organizational structures, staffing of organisations, coordinating activities, directing, controlling, motivating the personnel and so on. That the two are dichotomies is the traditional view, which owes its origin to Woodrow Wilson's essay of 1887, _The Revise of Administration'. Politics, he said, is the proper activity of Legislature and other policy-creation groups (e.g., political parties, cabinet, etc.). Administration is the sphere of administrators who carry out the policies stated in the laws. The context of the dichotomy was the civil service reform movement of the 1880s in the United States, which aimed to eliminate political interference in civil service. It was argued that civil service recruitment should, in the interest of administrative efficiency, be based on thoughts of merit and fitness rather than partisan politics. In other words, politics should be kept out of administration. Max Weber further justified separation of policy from administration through arguing that the attributes of politicians are exactly the opposite of those of the civil servants. The essence of politics is to take a stand, to take personal responsibility for the policies decided on, and to admit the transitory nature of the political role. The essence of administration is to execute conscientiously the order of the political authority, even if it appears wrong to the administrator. The administrator is politically neutral. He basically does what he is asked to do and assumes no personal responsibility. Though, the complexities of governmental operations have increasingly required administrators to become involved in policy creation or political decisions. As a result of

political decisions. As a result of

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to draw a clear boundary separating policy and administration, or to say where policy ends and administration begins. Sources of Administrative Expertise. There are several sources from which the modem day administrators have obtained a kind of 'expertise', which the politicians need to use when formulating policies as: (i) The administrators stay in office longer, (they are career civil servants) than the politicians, who come and go with elections, the former have opportunities of giving sustained attention to problems. From this, they gain an invaluable kind of practical knowledge that comes from the experience of handling these very problems day in and day out. This knowledge is conserved in records and transmitted to new generations of civil servants through training programmes. This monopoly of experience and practical knowledge coupled with continuity in office gives them a decisive edge over politicians in framing policies. (ii) The administrators are in possession of facts, figures, information and intelligence regarding the specific areas in which policies are to be framed. Politicians would need these data and statistics in formulating policies. (iii) Administrative expertise also comes pre-eminently from the fact that the governments of today employ a large variety of professionals (doctors, engineers, scientists, economists, etc.). They possess technical knowledge, which forms a vital, input in policy making. (iv) The advent of merit system has also helped to build up administrative expertise by attracting better talent in civil service and loosening the grip of politicians on civil service. Administrators' Role in Policy Making The increase in civil service expertise, together with the growth in the functions of government and growing complexity of administration, has resulted in an increasing dependence of politicians on administrators in the task of policy making. This is reflected in the following: i) Policy making exercise is done on the basis of facts, figures, information and data, which are supplied by the bureaucracy. In other words, politicians, in order to enhance the credibility of the policies, depend on the administrators' data support to their policies. ii) Civil servants based on their long administrative experience, tender advice to the lay politicians on the administrative, technical and financial feasibility of the various policy options under consideration. iii) Civil servants prepare the draft legislations (bills), which after ministerial approval, are placed before the legislature for its consideration. In other words, 90 ?

to draw a clear boundary separating policy and administration, or to say where policy ends and administration begins. This would be clear from the following. Sources of Administrative Expertise There are many sources from which the modem day administrators have obtained a type of _expertise', which the politicians need to use when formulating policies as: (i) The administrators stay in office longer (they are career civil servants) than the politicians, who come and go with elections, the former have opportunities of giving sustained attention to troubles. From this, they gain an invaluable type of practical knowledge that comes from the experience of handling these very troubles day in and day out. This knowledge is conserved in records and transmitted to new generations of civil servants through training programmes. This monopoly of experience and practical knowledge coupled with stability in office gives them a decisive edge over politicians in framing policies, (ii) The administrators are in possession of facts, figures, information and intelligence concerning the specific areas in which policies is to be framed. Politicians would need these data and statistics in formulating policies, (iii) Administrative expertise also comes pre- eminently from the fact that the governments of today employ a large diversity of professionals (doctors, engineers, scientists, economists, etc.). They possess technical knowledge, which forms a vital input in policy creation, (iv) The advent of merit system has also helped to build up administrative expertise through attracting better talent in civil service and loosening the grip of politicians on civil service. Administrators' Role in Policy Creation The augment in civil service expertise, together with growth in the functions of government and rising complexity of administration, has resulted in a rising dependence of politicians on administrators in the task of policy creation. This is reflected in the following : Policy creation exercise is done on the basis of facts, figures, information and data, which are supplied through the bureaucracy. In other words, politicians, in order to enhance the credibility of the policies they frame, depend on the administrators' data support to their policies. Civil servants based on their long administrative experience, tender advice to the lay politicians on the administrative, technical and financial feasibility of the several policy options under consideration. Civil servants prepare the draft legislations (bills), which after ministerial approval, are placed before the legislature for its consideration. In other words,

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114/219	SUBMITTED TEXT	16 WORDS	75%	MATCHING TEXT	16 WORDS

is a specialist and the Secretary is the generalist civil servant, normally a member of the

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115/219	SUBMITTED TEXT	22 WORDS	87%	MATCHING TEXT	22 WORDS

administrators initiate the process of public policy formulation, which in its final form assumes the shape of an Act passed by the Legislature.

administrators initiate the procedure of public policy formulation, which in its final form assumes the shape of an Act passed through the Legislature.

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116/219 **SUBMITTED TEXT** 312 WORDS **89%** **MATCHING TEXT** 312 WORDS

Administrators formulate policy through the exercise of administrative discretion. When an administrator is required to choose between alternative courses of action within a policy frame, he is said to exercise discretion. In this sense, administrators are described as supplementaty lawmakers. The actual content of policy becomes entirely a matter for bureaucratic determination. Here administrators actually decide how the power of the State shall be used in specific cases. In modern times, there has come about a tremendous increase in administrative discretion by virtue of an incessant increase in the volume of legislation to be enacted. Legislature is under the circumstances, compelled to confine itself to indicating broad framework of law, leaving details to be filled up by the administrative agencies. The growing variety and complexity of laws to be enacted has further circumscribed the Legislature's competence. The legislators do not have the technical know-how and training to venture into the details of particular legislations. This further necessitates exercise of administrative discretion. And, at any rate, if the Legislature delves into the details of each law, this would be at the cost of other important duties and functions of the legislators and therefore an undesirable thing to happen. This, coupled with the assurance that it has the necessary means available to hold administration accountable to itself has, in fact, encouraged the Legislature in its attitude of not delving too deeply into the details of the enactments it formulates. And, it is not possible to work out the details of the enactments for another reason too. Ultimately, the policy is to be executed in the field where an administrator must necessarily face a bewildering variety of situations as he sets himself to the task of policy execution. For the law making agency, it is clearly not possible to visualise, at the point of legislation, the different variety of situations that may arise in the field. For this reason, once again, the policy makers must do no more than provide only broad guidelines in the legislations they frame. 3.6

Administrators formulate policy through the exercise of administrative discretion. When an administrator is required to choose flanked by alternative courses of action within a policy frame, he is said to exercise discretion. In this sense, administrators are described as supplementary lawmakers. Because here, the actual content of policy becomes entirely a matter for bureaucratic determination. Here administrators actually decide how the power of the State shall be used in specific cases. In modem times, there has come about a tremendous augment in administrative discretion through virtue of an incessant augment in the volume of legislation to be enacted. Legislature is under the circumstances, compelled to confine itself to indicating broad framework of law, leaving details to be filled up through the administrative agencie s. The rising diversity and complexity of laws to be enacted has further circumscribed the Legislature's competence: The legislators do not have the technical know-how and training to venture into the details of scrupulous legislations. This further necessitates exercise of administrative discretion. And, at any rate, if the Legislature delves into the details of each law, this would be at the cost of other significant duties and functions of the legislators and so an undesirable thing to happen. This, coupled with the assurance that it has the necessary means accessible to hold administration accountable to itself has, in fact, encouraged the Legislature in its attitude of not delving too deeply into the details of the enactments it formulates. And, it is not possible to work out the details of the enactments for another cause too. Ultimately, the policy is to be executed in the field where an administrator necessity necessarily face a bewildering diversity of situations as he sets himself to the task of policy execution. For the law creation agency, it is clearly not possible to visualize, at the point of legislation, the dissimilar diversity of situations that may arise in the field. For this cause, once again, the policy makers necessity do no more than give only broad guidelines in the legislations they frame.

W https://niilmuniversity.in/coursepack/humanities/Basic_of_Indian_Administration.pdf

117/219 **SUBMITTED TEXT** 22 WORDS **55%** **MATCHING TEXT** 22 WORDS

is a specialist and the Secretary is the NSOU ? CC-PA-04 ? 91 generalist civil servant, normally a member of the

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118/219 **SUBMITTED TEXT** 17 WORDS **65%** **MATCHING TEXT** 17 WORDS

Functions of the Chief Secretary 4.3 Position of the Chief Secretary 4.4 The Role of the Chief Secretary

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119/219 **SUBMITTED TEXT** 31 WORDS **32%** **MATCHING TEXT** 31 WORDS

the functions of the Chief Secretary ? Discuss the position of the Chief Secretary in the entire state administration 4.1 Introduction The State Secretariat is the top layer of every State administration and

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

120/219 **SUBMITTED TEXT** 16 WORDS **71%** **MATCHING TEXT** 16 WORDS

the Chief Secretary from the senior IAS officers of the state cadre. But the Chief Minister

the chief minister form the senior IAS officers of the state cadre. Generally, the chief minister

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

121/219 **SUBMITTED TEXT** 28 WORDS **93%** **MATCHING TEXT** 28 WORDS

The Chief Secretary should ordinarily be the senior- most person, due regard being paid to merit. He should have a minimum tenure of 3 to 94 ?

The chief secretary should be the senior- most person, due regard being paid to merit. He should have a minimum tenure of 3 to 4

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122/219 **SUBMITTED TEXT** 93 WORDS **92%** **MATCHING TEXT** 93 WORDS

the State Government." The office of the Chief Secretary is an institution unique to the states; it is without a parallel in the administrative landscape of the entire country. The Chief Secretary's office has, for instance, no parallel in the Central government. The work he performs in relation to the state government is, at the Union level, shared by three high-ranking functionaries of more or less an equal status, i.e., Cabinet Secretary, Home Secretary, and Finance Secretary, This is a vivid reflection on the wide scope of the duties and powers of the Chief Secretary. 4.2 Fuctions of the Chief Secretary	the state's administrative The office of the Chief Secretary is an institution unique to the states; it is without a parallel in the administrative landscape of the entire country. The Chief Secretary's office has, for instance, no parallel in the Central Government. The work s/he performs in relation to the State Government is, at the Union level, shared by three high-ranking functionaries of more or less an equal status, i.e., Cabinet Secretary, Home Secretary and Finance Secretary, This is a vivid reflection on the wide scope of the duties and powers of the Chief Secretary. Yet another significant on of the Chief Secretary'

W https://egyankosh.ac.in/bitstream/123456789/68087/3/BLOCK-2.pdf

123/219 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

the Chief Secretary is the executive head of the State Secretariat. He

SA MHYS-45 Indian Administrative System.docx (D151906351)

124/219 **SUBMITTED TEXT** 24 WORDS **57%** **MATCHING TEXT** 24 WORDS

the chief advisor to the Chief Minister but also he acts as the Secretary to the State Cabinet. He is the administrative head of the	the chief advisor to the Chief Minister Secretary to the State Cabinet. He the head of the

W https://niilmuniversity.in/coursepack/humanities/Basic_of_Indian_Administration.pdf

125/219 **SUBMITTED TEXT** 26 WORDS **51%** **MATCHING TEXT** 26 WORDS

administrative head of the State Cabinet Secretariat he attends meetings of the cabinet and its committees. He prepares the agenda of the meetings and keeps record of	administrative head of the cabinet secretariat and attends the meeting of the cabinet and its sub- committees. He prepares the agenda for cabinet meetings and keeps records of

W https://epgp.inflibnet.ac.in/epgpdata/uploads/epgp_content/S000029PE/P001576/M020562/ET/151419374 ...

126/219 **SUBMITTED TEXT** 46 WORDS **62%** **MATCHING TEXT** 46 WORDS

principal advisor to the Chief Minister: The Chief Secretary is the principal adviser to the Chief Minister on all matters of the state administration. The Chief Minister consults with him in the matters of appointments to the senior posts of secretaries, special secretaries, deputy secretaries and heads of

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

127/219 **SUBMITTED TEXT** 19 WORDS **60%** **MATCHING TEXT** 19 WORDS

the head of the civil service: He is head of the civil servants in the state and their mentor.

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

128/219 **SUBMITTED TEXT** 18 WORDS **81%** **MATCHING TEXT** 18 WORDS

The Chief Secretary is the Secretary, by rotation, of the Zonal Council of which his state is a member. (

The Chief Secretary is the secretary, through rotation, of the Zonal Council of which the scrupulous state is a member.

W https://niilmuniversity.in/coursepack/humanities/Basic_of_Indian_Administration.pdf

129/219 **SUBMITTED TEXT** 15 WORDS **93%** **MATCHING TEXT** 15 WORDS

As the head of certain Departments: The Chief Secretary acts as administrative head of some

As the Head of Certain Departments: The Chief Secretary also acts as the administrative head of some

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

130/219 **SUBMITTED TEXT** 16 WORDS **81%** **MATCHING TEXT** 16 WORDS

Chief coordinator: The Chief Secretary is the chief coordinator of the state administration. Being at the

SA MHYS-45 Indian Administrative System.docx (D151906351)

131/219	SUBMITTED TEXT	12 WORDS	83%	MATCHING TEXT	12 WORDS

He exercises general supervision and control over the entire secretariat. b. He

SA MHYS-45 Indian Administrative System.docx (D151906351)

132/219	SUBMITTED TEXT	13 WORDS	88%	MATCHING TEXT	13 WORDS

He exercises administrative control over the secretariat building including allocation of rooms in

He exercises administrative control over the Secretariat buildings, including allocation of rooms in

W http://www.jeywin.com/wp-content/uploads/2010/03/Optional-Public-Administration-11-State-and-Dist ...

133/219	SUBMITTED TEXT	190 WORDS	93%	MATCHING TEXT	190 WORDS

In considering the position of the Chief Secretary, another fact needs to be taken note of. The incumbent of this office is not necessarily the seniormost civil servant of the state. This was at any rate the situation till 1973 when, for instance, in U.P., the Chief Secretary was junior in rank and seniority to the members of the Board of Revenue. Same was the case in Punjab, where he was junior to the Financial Commissioner. Since 1973, however, the office of the Chief Secretary has been standardised; its incumbent 96 ? NSOU ? CC-PA-04 since then has begun to hold the rank of the Secretary to Government of India and receives emoluments admissible to the latter. How does the imposition of the Presidents' rule on a state affect the Chief Secretary's Office? Where the Centre does not appoint advisers during the President's rule, the Chief Secretary becomes clothed with the powers belonging to the Chief Minister. When, however, central advisers are appointed, it tends to inhibit the Chief Secretary in his administrative capacity because the former are drawn from the ranks of senior civil servants (senior to the state's Chief Secretary) as a result of which a hierarchical relationship becomes operative.

In considering the position of the Chief Secretary, another fact needs to be taken note of. The incumbent of this office is not necessarily the senior mainly civil servant of the state. This was at any rate the situation till 1973 when, for instance, In U.P., the Chief Secretary was junior in rank and seniority to the members of the Board of Revenue. Same was the case in Punjab, where he was junior to the Financial Commissioner. Since 1973, though, the office of the Chief Secretary has been standardized; its incumbent since then has begun to hold the rank of the Secretary to Government of India and receives emoluments admissible to the latter. How does the clamping, of the Presidents' rule on a state affect the Chief Secretary's Office? Where the Centre does not appoint advisers throughout the President's rule, the Chief Secretary becomes clothed with the powers belonging to the Chief Minister. When, though, central advisers are appointed, it tends to inhibit the Chief Secretary in his administrative capability because the former are drawn from the ranks of senior civil servants (senior to the state's Chief Secretary) as a result of which a hierarchical relationship becomes operative.

W https://niilmuniversity.in/coursepack/humanities/Basic_of_Indian_Administration.pdf

134/219 **SUBMITTED TEXT** 134 WORDS **98%** **MATCHING TEXT** 134 WORDS

In conclusion, it may be noted that a host of personnel matters and many other minute and unimportant administrative details consume a sizeable chunk of the Chief Secretary's time. TheAdministrative Reforms Commission is constrained to agree with the following observations of the Maharashtra Reorganisation Commission (1962- 68) on the manner in which the Chief Secretary has become burdened with trivial details: ". .. it seems unfortunate that the highest official in the state has to sign gazette notifications of appointments, promotions, transfers leave; etc., that he has to spend time on minutiae of protocol, passports, etc." To rectify this situation, the ARC has recommended that this functionary be relieved of the work of routine nature as well as be provided with appropriate staff assistance. That alone will ensure speedy implementation of decisions and effective coordination of policies and programmes of the state government. 4.3

In conclusion, it may be noted that a host of personnel matters and many other minute and unimportant administrative details consume a sizeable chunk of the Chief Secretary's time. The Administrative Reforms Commission is constrained to agree with the following observations of the Maharashtra Reorganisation Commission (1962-68) on the manner in which the Chief Secretary has become burdened with trivial details, "... it seems unfortunate that the highest official in the state has to sign gazette notifications of appointments, promotions, transfers, leave, etc., that s/he has to spend time on minutiae of protocol, passports, etc.". To rectify this situation, the ARC has recommended that this functionary be relieved of the work of routine nature as well as be provided with appropriate staff assistance. That alone will ensure speedy implementation of decisions and effective coordination of policies and programmes of the state government.

W https://egyankosh.ac.in/bitstream/123456789/68087/3/BLOCK-2.pdf

135/219 **SUBMITTED TEXT** 16 WORDS **71%** **MATCHING TEXT** 16 WORDS

is the head of the entire State Secretariat, whose political head is the Chief Minister himself.

is the head of the General Administration whose political head is the Chief Minister, himself.

W https://niilmuniversity.in/coursepack/humanities/Basic_of_Indian_Administration.pdf

136/219 **SUBMITTED TEXT** 24 WORDS **62%** **MATCHING TEXT** 24 WORDS

is the chief advisor to the Chief Minister and also acts as the Secretary to the State Cabinet. He is the kingpin of the

is the chief advisor to the Chief Minister and Secretary to the State Cabinet. He is head of the

W https://niilmuniversity.in/coursepack/humanities/Basic_of_Indian_Administration.pdf

137/219 **SUBMITTED TEXT** 13 WORDS **88%** **MATCHING TEXT** 13 WORDS

He also acts as the chief public relations officer of the state government.

SA MHYS-45 Indian Administrative System.docx (D151906351)

138/219 **SUBMITTED TEXT** 13 WORDS **100%** **MATCHING TEXT** 13 WORDS

is more than primus inter pares (first among equals). He is, in fact,

SA MHYS-45 Indian Administrative System.docx (D151906351)

139/219 **SUBMITTED TEXT** 21 WORDS **66%** **MATCHING TEXT** 21 WORDS

civil servant of a state. He is head of the civil servants in the state, their mentor and conscience- keeper. In

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

140/219 **SUBMITTED TEXT** 35 WORDS **84%** **MATCHING TEXT** 35 WORDS

the Andhra Pradesh Administrative Reforms Committee (1964- 65), "he is the chief of the civil services and all governmental servants look to him to deal with all and every problems concerning their conditions of service and work."

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

141/219 **SUBMITTED TEXT** 35 WORDS **90%** **MATCHING TEXT** 35 WORDS

technician's or even a professional's, he is not a knowledgeable engineer, nor even a first class magistrate, he is part of the process of government and in a democratic republic, part of the human process." The Chief Secretary

technician's or not even a professional's, he is neither a knowledgeable engineer, nor even a first class magistrate, he is part of the process of government and in a democratic republic, part of the human process." Since 1973, a Chief Secretary

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142/219 **SUBMITTED TEXT** 42 WORDS **96%** **MATCHING TEXT** 42 WORDS

The office of the Chief Secretary is considered so important that it has been excluded from the operation of the tenure system. In practice, generally the Chief Secretary either retires as the Chief Secretary or moves to the Central Government to take up a

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

143/219 **SUBMITTED TEXT** 14 WORDS **88%** **MATCHING TEXT** 14 WORDS

The Rajasthan Administrative Reforms Committee (1963) has also recognised the importance of the office

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

144/219 **SUBMITTED TEXT** 31 WORDS **100%** **MATCHING TEXT** 31 WORDS

By virtue of his unique position as head of the official machinery and adviser to the Council of Ministers, the Chief Secretary has an extremely important role to play in the State administration.

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

145/219 **SUBMITTED TEXT** 23 WORDS **75%** **MATCHING TEXT** 23 WORDS

acts as the ex-officio Secretary to the Council of Ministers and, in that capacity, he is known as the Secretary to the Cabinet.

acts as the ex officio secretary to the council of ministers and while acting in this capacity, he may be called as the secretary to the cabinet. 6.1.3

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146/219 **SUBMITTED TEXT** 27 WORDS **83%** **MATCHING TEXT** 27 WORDS

The functions of the Cabinet Secretariat are also prescribed by the Rules of Business of each state. But, in broad terms, its functions are: providing secretarial assistance

The functions of the cabinet secretariat are prescribed by the Rules of Business of each state. But, in broad terms, these functions are: secretarial assistance,

W https://epgp.inflibnet.ac.in/epgpdata/uploads/epgp_content/S000029PE/P001576/M020562/ET/151419374 ...

147/219 **SUBMITTED TEXT** 21 WORDS **90%** **MATCHING TEXT** 21 WORDS

ensure that there is a certain degree of uniformity in the policies adopted by State Government with respect to different departments." 4.4

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

148/219 **SUBMITTED TEXT** 16 WORDS **75%** **MATCHING TEXT** 16 WORDS

any department and such a request has to be complied with by the secretary of the department concerned.

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

149/219 **SUBMITTED TEXT** 12 WORDS **84%** **MATCHING TEXT** 12 WORDS

to the posts of chairman and members of the State Public Service Commission. (

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

150/219 **SUBMITTED TEXT** 17 WORDS **67%** **MATCHING TEXT** 17 WORDS

most of the states in India, the Chief Secretary functions as the Secretary, General Administration. This department

most of the states in India, the Chief Secretary will be the secretary of the General Administration Department. 3.2.5.1

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

151/219 **SUBMITTED TEXT** 20 WORDS **91%** **MATCHING TEXT** 20 WORDS

general administrative matters of different state government departments and provides miscellaneous facilities to the departments and officers. 102 ?

general administrative matters of different State government departments and provides miscellaneous to the departments and officers.

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152/219 **SUBMITTED TEXT** 24 WORDS **98%** **MATCHING TEXT** 24 WORDS

matters of housing accommodation and government buildings and circuit house fall under his jurisdiction. These responsibilities of the Chief Secretary affect all the departments and, therefore,

matters of housing accommodation and government buildings and circuit house fall under his general jurisdiction. These responsibilities of the chief secretary affect all the departments and therefore,

W https://epgp.inflibnet.ac.in/epgpdata/uploads/epgp_content/S000029PE/P001576/M020562/ET/151419374 ...

153/219 **SUBMITTED TEXT** 16 WORDS **68%** **MATCHING TEXT** 16 WORDS

head of the entire State Secretariat, whose political head is the Chief Minister himself. The Chief

head of the General Administration department whose political head is the Chief Minister herself/himself. The Chief

W https://egyankosh.ac.in/bitstream/123456789/68087/3/BLOCK-2.pdf

154/219 **SUBMITTED TEXT** 16 WORDS **68%** **MATCHING TEXT** 16 WORDS

the Chief Secretary from the senior IAS officers of the state cadre. The Chief Secretary takes

the chief minister form the senior IAS officers of the state cadre. Generally, the chief minister takes

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

155/219 **SUBMITTED TEXT** 25 WORDS **57%** **MATCHING TEXT** 25 WORDS

is the chief advisor to the Chief Minister and also acts as the Secretary to the State Cabinet. He is the king pin of the

is the chief advisor to the Chief Minister and Secretary to the State Cabinet. He the head of the

W https://niilmuniversity.in/coursepack/humanities/Basic_of_Indian_Administration.pdf

156/219 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

being the head of the civil service, the Chief Secretary

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157/219 **SUBMITTED TEXT** 35 WORDS **56%** **MATCHING TEXT** 35 WORDS

He is the principal communicator between his Government and Central Government and other state Governments. He also plays an NSOU ? CC-PA-04 ? 103 important role in the administration of law and order and planning.

He is the principal channel of communication between his government and the Central government and other state governments and this capacity plays a role in the administration of law and order and planning.

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158/219 **SUBMITTED TEXT** 19 WORDS **75%** **MATCHING TEXT** 19 WORDS

How does the imposition of the President's rule on a state affect the Chief Secretary's office? 104 ?

How does the clamping, of the Presidents' rule on a state affect the Chief Secretary's Office?

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159/219 **SUBMITTED TEXT** 15 WORDS **90%** **MATCHING TEXT** 15 WORDS

The Status-quo Approach 5.5.2 The Bridging The Gulf Approach 5.5.3 The De-amalgamation Approach 5.6 Conclusion 5.7 Summary 5.8 Glossary 5.9

The Status-quo Approach 4.7.2 The Bridging the gulf Approach 4.7.3 The De-amalgamation Approach 4.8 Conclusion 4.9 Glossary 4.10

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160/219 **SUBMITTED TEXT** 15 WORDS **90%** **MATCHING TEXT** 15 WORDS

He is head of the civil servants in the state, their mentor and conscience- keeper.

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

161/219 **SUBMITTED TEXT** 150 WORDS **83%** **MATCHING TEXT** 150 WORDS

s Secretariat In the face of the growing responsibilities of the C.M., there is need for providing him with intensive and intelligent administrative assistance. Such assistance is provided by the Chief Minister's Secretariat, which is accountable only to him. This organization ensures that the C.M.'s directives are implemented by various state and district agencies. In Rajasthan, the C.M.'s Secretariat was set up in 1951. It is headed by a secretary belonging to the selection/super-time scale of the I.A.S., who is assisted by deputy secretaries, OSDs, deputy directors, assistant secretaries, accounts officers, Statistical assistants and the Superintendent of Police (Vigilance). The C.M.'s Secretariat looks after the functions relating to the tours and correspondence of the C.M., redressal of public grievances, management of the C.M.'s benevolent funds, implementation of the C.M.'s assurances and monitoring. The Secretary to the C.M., while providing administrative assistance to the C.M., keeps confidential documents and correspondence, accompanies the C.M. on important tours, takes follow-up action on cabinet decisions, apprises the

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162/219	SUBMITTED TEXT	146 WORDS	92%	MATCHING TEXT	146 WORDS

of major developments and issues, helps him in the conduct of assembly work and supervises the staff of the C.M.'s Secretariat. Moreover, he writes informal notes on all important files going to the Chief Minister to facilitate his making decisions. 108 ? NSOU ? CC-PA-04 The post of the Secretary to the Chief Minister (in some states, he is called Principal Secretary to the Chief Minister), has acquired enormous status and influence in recent times. The rationale behind this phenomenon is the assumption that the Secretary to the Chief Minister is the alter ego of his boss, i.e. the Chief Minister. There have been occasions when the influence of a Secretary to the Chief Minister has been disproportionately more than that would be commanded by virtue of his seniority and status in the regular IAS hierarchy. In cases when even the Chief Secretary's real power is compromised and when other secretaries feel subservient to the

SA MHYS-45 Indian Administrative System.docx (D151906351)

163/219	SUBMITTED TEXT	946 WORDS	96%	MATCHING TEXT	946 WORDS

What might be a suitable pattern of relationship between the Secretariat and non- Secretariat organisation? On the question of evolving a suitable pattern, broadly three schools of thought are discernible. Each adopts a different approach. Neither yields a conclusive answer for, as we shall see in the ensuing discussion, it is possible to list arguments for as well as against the arrangement each proposes. Based on their dominant thrust, the three schools of thought or approaches may be referred to as the Status-quo Approach, Bridging the gulfApproach, and De-amalgamationApproach. 5.5.1 The Status-quo Approach The Status-quoApproach favours the traditionalist system and holds that the Secretariat and the Directorates have well-defined roles in our administrative setup to which they should continue to stick. The approach is based on the traditional concept of staff-line dichotomy where the Secretariat performs the role of a Line Agency and the attached office that of the Staff Agency. The Status-quo Approach also accepts the traditional policy-administration dichotomy. The advocates of this approach believe that the relationship between the Secretariat and Directorates should be based on the following principles: i) Policy-making should be the responsibility of the Secretariat, and Policy implementation that of the Directorates. NSOU ? CC-PA-04 ? 109 ii) Subject to the rules governing the conditions of service, the Head of the Department should have fullest control over the personnel under him. iii) The Secretariat Department should provide common services and undertake domestic housekeeping in respect of the Directorate(s) attached to it (for instance, the allocation of office accommodation). 5.5.2 The Bridging The Gulf Approach As against the School advocating Status-quo Approach there is another, which advocates measures for bridging the gulf between the Secretariat and Non-Secretariat organisations. Its protagonists suggest various devices for bridging the gulf. These include (i) the conferment of ex-officio Secretariat status on the heads of Executive Departments; (ii) the system under which a Secretary concurrently holds the office of the head of the Executive Department; (iii) the merger or amalgamation device under which an Executive Department is placed in a corresponding Secretariat Department; and (iv) a device, which is a variant of point (iii), involving, once again, merger or amalgamation, but under this device, the Secretariat Department is placed with the corresponding Head of the Department, rather than the other way around. Amalgamation of Directorate with Secretariat Terms like integration, merger and

What might be a suitable pattern of relationship between the Secretariat and non- Secretariat organisation? On the question of evolving a suitable pattern, broadly three schools of thought are discernible. Each adopts a different approach. Neither yields a conclusive answer for, as we shall see in the ensuing discussion, it is possible to list arguments for as well as against the arrangement each proposes. Based on their dominant thrust, the three schools of thought or approaches may be referred to as the Status-quo Approach, Bridging the gulf Approach, and De-amalgamation Approach. 4.7.1 The Status-quo Approach The Status-quo Approach favours the traditional split system and holds that the Secretariat and the Directorates have well-defined roles in our administrative setup to which they should continue to stick. The approach is based on the traditional concept of staff-line dichotomy where the Secretariat performs the role of a Staff Agency and the Attached Office that of the Line Agency. The Status-quo Approach also accepts the traditional policy-administration dichotomy. The advocates of this approach believe that the relationship between the Secretariat and Directorates should be based on the following principles: i) Policy-making should be the responsibility of the Secretariat, and Policy implementation that of the Directorates. ii) Subject to the rules governing the conditions of service, the Head of Department should have fullest control over the personnel under him. iii) The Secretariat Department should provide common services and undertake domestic housekeeping in respect of the Directorate(s) attached to it (for instance, the allocation of office accommodation). 4.7.2 The Bridging The Gulf Approach As against the School advocating Status-quo Approach there is another, which advocates measures for bridging the gulf between the Secretariat and Non-Secretariat organisations. Patterns of Relationship between the Secretariat and Directorates 64 Its protagonists suggest various devices for bridging the gulf. These include (i) the conferment of ex-officio Secretariat status on the heads of Executive Departments; (ii) the system under which a Secretary concurrently holds the office of the head of the Executive Department; (iii) the merger or amalgamation device under which an Executive Department is placed in a corresponding Secretariat Department; and (iv) a device, which is a variant of point (iii), involving, once again, merger or amalgamation, but under this device, the Secretariat Department is placed with the corresponding Head of the Department, rather than the other way around. Amalgamation of Directorate with

amalgamation have been interchangeably used to suggest an arrangement under which the distinction between the Secretariat and the Non- Secretariat Organisations is completely dissolved. Under this system, the office of the heads of the Executive Agencies is merged with the corresponding departments in the Secretariat. The advocacy of amalgamation is based on the argument that the encroachment of the Secretariat into the executive functions is in any case, an established fact of the Indian administrative landscape. This is so because the political executive in India is unable to devote adequate attention to policy functions. Instead, it preoccupies itself rather quite excessively with matters of day-to-day nature (like appointments, promotion, and transfers). As a result, the Secretariat itself becomes involved in what are patently executive matters and which, therefore, should, in fact, fall in the domain of the Directorate, as ultimately the role of the Secretariat is governed by the role perceptions of the political executive. It is thus, argued that since the role of two agencies anyhow overlap, amalgamation would be both logical as well as desirable. 110 ? NSOU ? CC-PA-04 Arguments for Continued Amalgamation Those who report favourably on the experience of amalgamation argue as follows: i) Amalgamation has obviated the need for examination of proposals independently by the Directorate and Secretariat. ii) It has cut down delays and ensured expeditious disposal of cases. iii) It has affected economy in establishment expenditure. 5.5.3 The De-amalgamation Approach Arguments for De-amalgamation The officials who recommend de-amalgamation give the following arguments: i) Although amalgamation permits much economy of time in that it does away with two parallel scrutiny of proposals, the experience has shown that, under the amalgamated setup, the quality of final proposals/schemes has declined, which frequently involves reconsideration. This, they point out, was not so when Directorate and Secretariat functioned separately. ii) Amalgamation has resulted in gradual removal of distinction between the functions of the Heads of Departments and those of the Secretariat. iii) Amalgamation has rendered objective examination of proposals and schemes at the Secretariat level difficult. The Secretaries have to write their notes on files in a guarded manner so as to avoid causing offence to the Head of Department. This extra caution often prevents a frank examination of the cases by the Secretariat officers. iv) Under the amalgamation schemes, the Head of Department remains stuck up in the Secretariat. S/he is not able to go on tours and inspections, which are her/ his main obligations. After

Secretariat Terms like integration, merger and amalgamation have been interchangeably used to suggest an arrangement under which the distinction between the Secretariat and the Non-Secretariat Organisations is completely dissolved. Under this system, the office of the heads of the Executive Agencies is merged with the corresponding departments in the Secretariat. The advocacy of amalgamation is based on the argument that the encroachment of the Secretariat into the Executive Functions is in any case, an established fact of the Indian administrative landscape. This is so because the political executive in India is unable to devote adequate attention to policy functions. Instead, it preoccupies itself rather quite excessively with matters of day-to-day nature (like appointments, promotion, and transfers). As a result, the Secretariat itself becomes involved in what are patently executive matters and which, therefore, should, in fact, fall in the domain of the Directorate, as ultimately the role of the Secretariat is governed by the role perceptions of the political executive. It is thus, argued that since the role of two agencies anyhow overlap, amalgamation would be both logical as well as desirable. Arguments for Continued Amalgamation Those who report favourably on the experience of amalgamation argue as follows: i) Amalgamation has obviated the need for examination of proposals independently by the Directorate and Secretariat. ii) It has cut down delays and ensured expeditious disposal of cases. iii) It has affected economy in establishment expenditure. 4.7.3 The De-amalgamation Approach Arguments for De-amalgamation The officials who recommend de-amalgamation give the following arguments: i) Although amalgamation permits much economy of time in that it does away with two parallel scrutinise of proposals, the experience has shown that, under the amalgamated setup, the quality of final proposals/schemes has declined, which frequently involves reconsideration. This, they point out, was not so when Directorate and Secretariat functioned separately. ii) Amalgamation has resulted in gradual removal of distinction between the functions of the Heads of Departments and those of the Secretariat. iii) Amalgamation has rendered objective examination of proposals and schemes at the Secretariat level difficult. The Secretaries have to write their notes on files in a guarded manner so as to avoid causing offence to the Head of Department. This State and District Administration 65 extra caution often prevents a frank examination of the cases by the Secretariat officers. iv) Under the amalgamation schemes, the Head of Department remains stuck up in the Secretariat. S/he is

studying the above stated approaches and recommendation of the second ARC, it can be stated that the Ministries/Departments should concentrate more on policy, planning and strategic decision-making; and implementation work should be given to adequately empowered Executive Agencies. The Second ARC has suggested, "... there can be no water-tight separation of the policy-making and implementation functions since Ministers are ultimately accountable to Parliament for the performance of their Ministries and departments in all respects." As per the Government of India (Transaction of Business) NSOU ? CC-PA-04 ? 111 Rules, all business allocated to a Department in the Government of India has to be disposed of under the directions of the Minister in-charge. It has been observed that the Ministers can discharge their responsibilities more effectively by supervising the performance of operational agencies from time to time rather than by taking direct control of routine functions. In the states, a major part of implementation work is done by the executive agencies. They are structured as departments, statutory boards, commissions, departmental undertakings and other parastatals. The Commission has pointed out that these bodies do not function as real autonomous agencies due to the centralised controls, and inadequate delegation of authority. While the necessity of delegating increased powers to the executive agencies is getting recognised and some states have delegated more powers to these agencies, the overall approach has been one of caution and hesitancy. 5.6

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164/219 **SUBMITTED TEXT** 10 WORDS **100%** **MATCHING TEXT** 10 WORDS

approach is based on the traditional concept of Staff-Line dichotomy"

approach is based on the traditional concept of staff-line dichotomy

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165/219 **SUBMITTED TEXT** 6 WORDS **96%** **MATCHING TEXT** 6 WORDS

Second Administrative Reforms Commission, 2009 https://darpg.gov.in/sites/default/files/sdadmin15.pdf).

Second Administrative Reforms Commission, 2009, pp. 30-31 https://darpg.gov.in/sites/default/files /sdadmin15.pdf).

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166/219 **SUBMITTED TEXT** 89 WORDS **85%** **MATCHING TEXT** 89 WORDS

Administrative organisation at the sub-state level in the country is not uniform. Broadly, there are two different systems. Firstly, the State is divided into a few divisions, each division consisting of a few districts. In this system, the Divisional Commissioners are the Head of the Division and act as a link between the District Administration and the State Government. In the second system, where there are no divisions, the District Administration directly deals with the State Government without any intermediary in between. The Field Administration in the country falls in between these two systems. 1.2

Administrative organisation at the sub-state stage in the country is not uniform. Broadly, there are two dissimilar systems. Firstly, the State is divided into a few divisions, each division consisting of a few districts. In this system, the Divisional Commissioner is the Head of the Division and acts as a link flanked by the District Administration and the State Government. In the second system, where there are no divisions, the District Administration directly deals with the State Government without any intermediary in flanked by. The Field Administration in the country falls in flanked by these two systems.

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167/219 **SUBMITTED TEXT** 161 WORDS **88%** **MATCHING TEXT** 161 WORDS

Divisional Commissioner: Position and Scope of the Office The Divisional Commissioner supervises the work of the District Collectors under his charge. He is the coordinator at the divisional level of a wide range of activities such as law and order administration, development administration, rural development as well as revenue administration. Therefore, the Divisional Commissioner occupies a place of special significance in the intermediate (regional) level administrative set-up. Chequered Career of the Institution : The office of Divisional Coinmissioner in the country has had a chequered career. It has seen a succession of abolitions and revivals in various states since independence. Madhya Pradesh and (old) Mumbai states had abolished it in 1948 and 1950 respectively. However, both revived the commissionership - Madhya Pradesh in 1956 and Mumbai in 1958. Rajasthan abolished the institution in 1961. Uttar Pradesh went halfway, it reduced the number of Commissioners and enlarged their NSOU ? CC-PA-04 ? 117 geographic jurisdiction. Soon thereafter, however, it restored the status quo. Likewise, the commissionership was abolished in Maharashtra, but was subsequently revived.

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168/219 **SUBMITTED TEXT** 414 WORDS **80%** **MATCHING TEXT** 414 WORDS

of the state government and a 'government' in the Division. 1.3 Divisional Commissioner: A Controversy Divisional Comnlissionership: A Controversial Office – Substantive Points of the Controversy: The office of the Commissioner has aroused much controversy. Two distinct schools of thought appear to have emerged, one in its defence and the other against it. 118 ? NSOU ? CC-PA-04 Those who support its cause argue that creation of a strong intermediate tier of administration would encourage decentralisation and bring state administration physically and psychologically closer to people at the grassroots level. Besides, improved coordination and supervision of the field establishment would be achieved. Those who argue against it and recommended its abolition maintain that the creation of an intermediate level of administration curbs the initiative and respondibility of the district functionaries. The States where the institution of Divisional Commissioners exists has not achieved any marked improvement in efficiency, or speed in disposal. Even 'coordination' does not appear to have achieved any worthwhile results. Besides, as the Ministers nowadays tour the districts frequently, as a result the problems of coordination are easily noticed. The Collector can easily get in touch with the Headquarters, in case of need, due to facilities for speedy communication. Thus, there is no need for referring matters to an intermediate authority. We may now summarise arguments for and against the institution of Divisional Commissioners. Arguments For: The ARC Study Team in its Report on District Administration argues in favour of the office of the Divisional Commissioner on following grounds: 1) The Divisional Commissioner's presence will facilitate coordination of the regional level officers of the various development departments. Such coordination cannot be achieved at the State Headquarters because it is too distant for the purpose. Only an officer who has an intimate awareness of the problems of the region can do this effectively. 2) In large States like Uttar Pradesh and Madhya Pradesh, it is not possible to exercise effective supervision over Collectors unless a regionally based officer undertakes it. 3) The Commissioner's presence at the intermediate level will encourage delegation from the State level. This will make speedy disposal of cases possible as it makes administration more accessible to the public. 4) The Commissioner's presence can be used to provide more adequate guidance to the Panchayati Raj Institutions. He can also be utilised to facilitate coordination between the Panchayati Raj bodies, and Regional and State Level

of the law and order administration in the territory under his command. Divisional Commissionership: A Controversial Office - Substantive Points of the Controversy The office of the Commissioner has aroused much controversy. Two separate schools of thought appear to have appeared, one in its defense and the other against it. Those who support its cause argue that creation of a strong intermediate tier of administration would encourage decentralization and bring State administration physically and psychologically closer to people at the grassroots stage. Besides, improved coordination and supervision of the field establishment would be achieved. Those who argue against it and recommended its abolition maintain that the creation of an intermediate stage of administration curbs the initiative and responsibility of the district functionaries. The States where the institution of divisional Commissioners exists has not achieved any marked improvement in efficiency, or speed in disposal. Even _coordination' does not appear to have achieved any worthwhile results. Besides, as the Ministers nowadays tour the districts regularly, as a result the troubles of coordination are easily noticed. The Collector can easily get in touch with the Headquarters, in case of need, due to facilities for speedy communication. Therefore, there is no need for referring matters to an intermediate authority. We may now summaries arguments for and against the institution of Divisional Commissioners. Arguments For The ARC Revise Team in its Report on District Administration argues in favor of the office of the Divisional Commissioner on following grounds: The Divisional Commissioner's attendance will facilitate coordination of the local stage officers of the several development departments. Such coordination cannot be achieved at the State Headquarters because it is too distant for the purpose. Only an officer who has an intimate awareness of the troubles of the region can do this effectively. In large States like Uttar Pradesh and Madhya Pradesh, it is not possible to exercise effective supervision over Collectors unless a regionally based officer undertakes it. The Commissioner's attendance at the intermediate stage will encourage delegation from the State stage. This will create speedy disposal of cases possible as well as create administration more accessible to the public. The Commissioner's attendance can be used to give more adequate guidance to the Panchayati Raj Institutions. He can also be utilized to facilitate coordination flanked by the Panchayati Raj bodies, Local and State Stage Agencies. A regionally based officer of an

Agencies. 5) A regionally based officer of an adequate administrative experience will act as a catalyst for regional planning and implementation. NSOU ? CC-PA-04 ? 119 6) An administrator of the Commissioner's seniority and experience could perform a useful training role in respect of the young IAS and state civil service officers of

adequate administrative experience will act as a catalyst for local planning and implementation. An administrator of the Commissioner's seniority and experience could perform a useful training role in respect of the young IAS and State civil service officers of

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169/219 **SUBMITTED TEXT** 40 WORDS **96%** **MATCHING TEXT** 40 WORDS

division. Arguments Against Arguments against the post of Divisional Commissioner as mentioned in the Bengal Administration Enquiry Committee are: 1) The activities of Government have grown too large and complex at the district level. As a result of which a division is no longer

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170/219 **SUBMITTED TEXT** 123 WORDS **96%** **MATCHING TEXT** 123 WORDS

area unit for purpose of supervision. It is too large an area to be an effective unit of administration. 2) As authorities of supervision over districts and as appellate revenue bodies, commissioners are disproportionately expensive. 3) It is doubtful if, as an intermediate level of administration, the Commissioners have much useful role to perform or any specific contribution to make in the disposal of work. The post has been reduced to the position of a mere post office and contributes only delay in the dispatch of public business. 4) Commissioners are officers of wide and mature experience and as such their availability at the state headquarters would mean a fuller use of the valuable experience. Divisional administration fails to create a much useful preoccupation for officers of the Commissioner's seniority and experience. 1.4

area unit for purpose of supervision. It is too large an area to be an effective unit of administration. As authorities of supervision over districts and as an appellate revenue bodies, commissioners are disproportionately expensive. It is doubtful if, as an intermediate stage of administration, the Commissioners have much useful role to perform or any specific contribution to create in the disposal of work. The post has been reduced to the position of a mere post office and contributes only delay in the dispatch of public business. Commissioners are officers of wide and mature experience and as such their availability at the State Headquarters would mean a fuller use of the valuable experience. Divisional administration fails to make a much useful preoccupation for officers of the Commissioner's seniority and experience. .

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171/219 **SUBMITTED TEXT** 61 WORDS **99%** **MATCHING TEXT** 61 WORDS

s Secretary, the situation would lead to envy, silent acrimony and even demoralization among the services. Therefore, the Secretary to the Chief Minister ought to be a person who is committed to the traditional civil service virtues of anonymity, impartiality and neutrality. And, the Chief Minister should also give the impression that he does not believe in bypassing the normal channels of authority and responsibility. 5.5

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172/219 **SUBMITTED TEXT** 21 WORDS **70%** **MATCHING TEXT** 21 WORDS

the Divisional Commissioner. He is the co-ordinator of all activities connected with general administration including law and order, revenue administration and development administration.

SA VANITHA-197211EP119.docx (D129003930)

173/219 **SUBMITTED TEXT** 18 WORDS **75%** **MATCHING TEXT** 18 WORDS

the head of the revenue administration in his jurisdiction and hears appeals against the orders of the District

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174/219 **SUBMITTED TEXT** 15 WORDS **80%** **MATCHING TEXT** 15 WORDS

District as a basic unit of field administration has been in existence through the ages.

District as a vital unit of field administration has been in subsistence through the ages.

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175/219 **SUBMITTED TEXT** 20 WORDS **80%** **MATCHING TEXT** 20 WORDS

called Deputy Commissioner or District Collector who acts as the eyes, ears and arms of the state government at the

called either Deputy Commissioner or District Collector. The Collector acts as the eyes, ears and arms of the State Government. The

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176/219 **SUBMITTED TEXT** 20 WORDS **72%** **MATCHING TEXT** 20 WORDS

the work of all sections of public administration in his division. 3. He resolves differences arising between departments in his division. 4.

SA VANITHA-197211EP119.docx (D129003930)

177/219 **SUBMITTED TEXT** 16 WORDS **78%** **MATCHING TEXT** 16 WORDS

district. District as a basic unit of field administration has been in existence through the ages.

DISTRICT ADMINISTRATION District as a vital unit of field administration has been in subsistence through the ages.

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178/219 **SUBMITTED TEXT** 13 WORDS **88%** **MATCHING TEXT** 13 WORDS

administration, the difference between good and bad administration is made at this level.

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179/219 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

District is a territory marked off for special administrative purposes.

SA Baljit Kaur Pre-Submission.docx (D59601054)

180/219 **SUBMITTED TEXT** 22 WORDS **100%** **MATCHING TEXT** 22 WORDS

rule, a district was called Sarkar and it was headed by Karori- Faujdar, a military officer who functioned under the direct control of

SA Harmanpreet Kaur- Role of Deputy Commissioner in Present Context.docx (D23434400)

181/219 **SUBMITTED TEXT** 17 WORDS **73%** **MATCHING TEXT** 17 WORDS

the district collector is endowed with a large number of duties in the jurisdiction of the district.

The District Collector is entrusted with a wide range of duties in the jurisdiction of the district.

W https://niilmuniversity.in/coursepack/humanities/Basic_of_Indian_Administration.pdf

182/219 **SUBMITTED TEXT** 13 WORDS **100%** **MATCHING TEXT** 13 WORDS

the controlling, drawing and disbursing officer of the district staff	the controlling, drawing and disbursing officer of the district staff. 6.

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

183/219 **SUBMITTED TEXT** 26 WORDS **59%** **MATCHING TEXT** 26 WORDS

responsibility for maintenance of all government buildings under the charge of the Revenue Department. He is in charge of district treasury, and responsible for the security of	responsibility for maintenance of all Government buildings under the charge of the Revenue Department. 8. In-Charge of the Treasury, District Stamp Officer and responsible for verification of the security of

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

184/219 **SUBMITTED TEXT** 16 WORDS **64%** **MATCHING TEXT** 16 WORDS

tentative tour programmes of ministers and other dignitaries. He acts as the protocol officer in the district.	tentative tour programmes of Ministers and VIPs. 11. Acting as the protocol officer in the district. 12.

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

185/219 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

a district was called ‘Sarkar’ and it was headed by Karori-Faujdar.

SA Harmanpreet Kaur- Role of Deputy Commissioner in Present Context.docx (D23434400)

186/219 **SUBMITTED TEXT** 13 WORDS **95%** **MATCHING TEXT** 13 WORDS

the proper conduct of civil suits in which state is a party.

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

187/219 **SUBMITTED TEXT** 21 WORDS **71%** **MATCHING TEXT** 21 WORDS

after the interests of the government in general. He is responsible for proper implementation of government orders. He trains junior officers	after the interests of the Government in general. 25. Responsible for proper implementation of Government orders. 26. Training junior officers

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188/219 **SUBMITTED TEXT** 15 WORDS **100%** **MATCHING TEXT** 15 WORDS

that public grievances against the administration in the district are properly and effectively dealt with. 3.3.2

that public grievances against the administration in the district are properly and effectively dealt with. 28.

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

189/219 **SUBMITTED TEXT** 40 WORDS **60%** **MATCHING TEXT** 40 WORDS

He controls and supervises the subordinate magistracy. He orders magisterial postings during festivals. He promulgates orders whenever there is any danger of breach of public peace and tranquility. He disposes all the petitions and general complaints received from governments and others. He

He controls and supervises the subordinate magistracy and orders magisterial postings during festivals. •••• He promulgates orders whenever there is any danger or breach of public peace and tranquility. •••• He disposes of all the petitions and miscellaneous general complaints received from Government and others. •••• He

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190/219 **SUBMITTED TEXT** 17 WORDS **100%** **MATCHING TEXT** 17 WORDS

as the principal agency of government in matters of general administration in the district and

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

191/219 **SUBMITTED TEXT** 34 WORDS **55%** **MATCHING TEXT** 34 WORDS

the work of probation officers. He enforces the Press Act and disposes declaration in respect of the press and newspapers. He recommends schemes for the development of forests and issues permits for the cutting of trees.

the work of probation officers. 28. Making of reception orders for lunatics. 29. Enforcement of the Press Act and disposal of declaration in respect of the press and newspapers. 30. Administration of nazul lands. 31. Recommendations schemes for the development of forests. 32. Issue of permits for the cutting of trees. 33.

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

192/219 **SUBMITTED TEXT** 19 WORDS **70%** **MATCHING TEXT** 19 WORDS

Returning Officer to Parliamentary and Vidhan Sabha Constituencies and bears the responsibility for coordination of election work in the district. 3.5

Returning Officer for elections to the Parliamentary and Vidhan Sabha Constituencies, and has the responsibility of coordination of election work at the district

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193/219 **SUBMITTED TEXT** 24 WORDS **66%** **MATCHING TEXT** 24 WORDS

at the field level. The district magistrate is also the district census officer. He is responsible for conduct of census operations once in ten years.

at the district level. As the District census officer the District Census Officer, the Collector is responsible for conduct of census operations once in ten years.

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194/219 **SUBMITTED TEXT** 34 WORDS **57%** **MATCHING TEXT** 34 WORDS

with petitions from prisoners: As head of criminal administration of the district he controls and directs the action of the police. He submits annual crime report to the government. He appoints and punishes village Chowkidars.

SA 118E1120-Indian Constitution & Administration.pdf (D165201927)

195/219 **SUBMITTED TEXT** 19 WORDS **62%** **MATCHING TEXT** 19 WORDS

Administration The district magistrate is the head of the revenue administration at the district level and is the custodian of

administration. ? The Collector is the Head of the revenue administration at the district level. ? The maintenance of

W https://egyankosh.ac.in/bitstream/123456789/68087/3/BLOCK-2.pdf

196/219 **SUBMITTED TEXT** 15 WORDS **66%** **MATCHING TEXT** 15 WORDS

is the apex of the district administration. He represents the government at the field level.

SA Baljit Kaur Pre-Submission.docx (D59601054)

197/219 **SUBMITTED TEXT** 14 WORDS **89%** **MATCHING TEXT** 14 WORDS

District Magistrate and is responsible for the maintenance of law and order within the

SA UNIT 11 DISTRICT COLLECTOR.docx (D40802230)

198/219 **SUBMITTED TEXT** 16 WORDS **84%** **MATCHING TEXT** 16 WORDS

of the Samiti, he signs and authenticates all letters and documents for and on behalf of

SA 118E1240-Local Goverment and Administration.pdf (D165201934)

199/219 **SUBMITTED TEXT** 21 WORDS **56%** **MATCHING TEXT** 21 WORDS

the Panchayat Samiti. He prepares the budget of the Panchayat, with reference to the levy of taxes and their recovery, recovery of

SA 118E1240-Local Goverment and Administration.pdf (D165201934)

200/219 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

is to see that the plans and programmes approved by the

SA 118E1240-Local Goverment and Administration.pdf (D165201934)

201/219 **SUBMITTED TEXT** 140 WORDS **83%** **MATCHING TEXT** 140 WORDS

He signs contracts and authenticates all letters and documents for and on behalf of the Panchayat Samiti subject to the prior approval of the appropriate authority. 2. He draws and disburses money out of Panchayat Samiti fund. 3. He takes appropriate steps to remove irregularities pointed out by the auditors about Panchayat Samiti accounts. 4. He inspects on behalf of the Panchayat Samiti the financial condition of the Panchayat in regard to the levy of taxes and their recovery of loans and maintenance of regular account. 5. He helps Panchayats to draw up plans and see that they conform to the plans and priorities of the Panchayat Samiti. He also sees that the construction programmes undertaken by the Panchayat conform to the standards laid down and completed within scheduled time. 154 ? NSOU ? CC-PA-04 6. BDO exercises supervision and control over extension officers and other employees of the Panchayat Samiti. 7.

SA 118E1240-Local Goverment and Administration.pdf (D165201934)

202/219 **SUBMITTED TEXT** 35 WORDS **87%** **MATCHING TEXT** 35 WORDS

He formulates annual budget and places it before the Panchayat Samiti, prepares the annual administrative report and quarterly progress reports for the consideration of the Panchayat Samiti and send all these to Zila Parishad and the state

SA 118E1240-Local Goverment and Administration.pdf (D165201934)

203/219 **SUBMITTED TEXT** 33 WORDS **64%** **MATCHING TEXT** 33 WORDS

resolutions and proceedings of the Panchayat Samiti to the Zila Parishad and the state governments. 8. He deals with all cases of fraud, embezzlement, theft or loss of fund or other property of the Panchayat

SA 118E1240-Local Goverment and Administration.pdf (D165201934)

204/219 **SUBMITTED TEXT** 57 WORDS **86%** **MATCHING TEXT** 57 WORDS

of the Panchayat Samiti, the BDO issues notices for the meetings of the Panchayat Samiti and standing committees under instructions from the Pradhan and Chairman of the respective committees. He attends all these meetings himself or authorizes a senior officer subordinate to him to attend such meetings. But he does not exercise right to vote while attending such meetings. He

SA 118E1240-Local Goverment and Administration.pdf (D165201934)

205/219 **SUBMITTED TEXT** 14 WORDS **90%** **MATCHING TEXT** 14 WORDS

expenditure upon it which normally, requires the sanction of Panchayat Samity or its standing committee.

SA 118E1240-Local Goverment and Administration.pdf (D165201934)

206/219 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

directs the execution of any work or act and incurring

SA 118E1240-Local Goverment and Administration.pdf (D165201934)

207/219 **SUBMITTED TEXT** 14 WORDS **85%** **MATCHING TEXT** 14 WORDS

advice regarding the legality and the various consequences of a proposed course of action.

SA 118E1240-Local Goverment and Administration.pdf (D165201934)

208/219 **SUBMITTED TEXT** 10 WORDS **100%** **MATCHING TEXT** 10 WORDS

can win the trust and respect of the Panchayat Samiti members.

SA 118E1240-Local Goverment and Administration.pdf (D165201934)

209/219 **SUBMITTED TEXT** 13 WORDS **84%** **MATCHING TEXT** 13 WORDS

the Director General of Police at the State Headquarters. The Superintendent of Police (

the Director General of Police at the State stage and the Superintendent of Police

W https://niilmuniversity.in/coursepack/humanities/Basic_of_Indian_Administration.pdf

210/219 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

for the maintenance of law and order in his district.

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

211/219 **SUBMITTED TEXT** 15 WORDS **70%** **MATCHING TEXT** 15 WORDS

the Head of police circle. He is responsible for the maintenance of law and order,

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

212/219 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

the principal representative of the State Government in the district

SA Baljit Kaur Pre-Submission.docx (D59601054)

213/219 **SUBMITTED TEXT** 14 WORDS **96%** **MATCHING TEXT** 14 WORDS

District Magistrate is responsible for the maintenance of law and order in the district,

SA UNIT 11 DISTRICT COLLECTOR.docx (D40802230)

214/219 **SUBMITTED TEXT** 38 WORDS **96%** **MATCHING TEXT** 38 WORDS

District Magistrate as the head of the regulatory administration in the district should exercise general supervisory control over the police organisation in the district. Except in an emergency, he should not interfere with the internal working of the police administration."

District magistrate as the head of the regulatory administration in the district should exercise general supervisory control over the police organizations in the district. Except in an emergency, he should not interfere with the internal working of the police administration.

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

215/219 **SUBMITTED TEXT** 15 WORDS **70%** **MATCHING TEXT** 15 WORDS

the District Magistrate for the general success of the criminal administration of the district, and

The District Magistrate is the head of the Criminal Administration of the District and

W https://pdfcoffee.com/administrative-system-of-india-pdf-free.html

216/219 **SUBMITTED TEXT** 10 WORDS **100%** **MATCHING TEXT** 10 WORDS

as the head of the regulatory administration in the district. ?

as the head of the regulatory administration in the district

W https://www.distanceeducationju.in/pdf/MA%20Political%20Science%20Indian%20Administration%20305.pdf

217/219 **SUBMITTED TEXT** 17 WORDS **87%** **MATCHING TEXT** 17 WORDS

Ram, D. S., 1996, Dynamics of District Administration : New Perspective, Kanishka, New Delhi. 192 ?

Ram, D.S. (1996). Dynamics of District Administration: New Perspective. New Delhi:

W https://egyankosh.ac.in/bitstream/123456789/68087/3/BLOCK-2.pdf

218/219 **SUBMITTED TEXT** 11 WORDS **90%** **MATCHING TEXT** 11 WORDS

The Second Administrative Reforms Commission in its report 'Ethics in Governance'

The Second Administrative Reforms Commission (SARC) in its report, entitled 'Ethics in Governance'

W https://egyankosh.ac.in/bitstream/123456789/68087/3/BLOCK-2.pdf

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219/219	SUBMITTED TEXT	35 WORDS	51%	MATCHING TEXT	35 WORDS

the Police Act of 1861, (Act 7 of 1861), the administration of the police in a district vests in the District Superintendent of Police under the general control and direction of the District Magistrate. Thus, while there

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PREFACE In a bid to standardize higher education in the country, the University Grants Commission (UGC) has introduced Choice Based Credit System (CBCS) based on five types of courses viz. core, discipline specific, generic elective, ability and skill enhancement for graduate students of all programmes at Honours level. This brings in the semester pattern, which finds efficacy in sync with credit system, credit transfer, comprehensive continuous assessments and a graded pattern of evaluation. The objective is to offer learners ample flexibility to choose from a wide gamut of courses, as also to provide them lateral mobility between various educational institutions in the country where they can carry their acquired credits. I am happy to note that the University has been recently accredited by National Assessment and Accreditation Council of India (NAAC) with grade ''A''. UGC (Open and Distance Learning Programmes and Online Programmes) Regulations, 2020 have mandated compliance with CBCS for UG programmes for all the HEIs in this mode. Welcoming this paradigm shift in higher education, Netaji Subhas Open University (NSOU) has resolved to adopt CBCS from the academic session 2021- 22 at the Under Graduate Degree Programme level. The present syllabus, framed in the spirit of syllabi recommended by UGC, lays due stress on all aspects envisaged in the curricular framework of the apex body on higher education. It will be imparted to learners over the six semesters of the Programme. Self Learning Materials (SLMs) are the mainstay of Student Support Services (SSS) of an Open University. From a logistic point of view, NSOU has embarked upon CBCS presently with SLMs in English / Bengali. Eventually, the English version SLMs will be translated into Bengali too, for the benefit of learners. As always, all of our teaching faculties contributed in this process. In addition to this we have also requisitioned the services of best academics in each domain in preparation of the new SLMs. I am sure they will be of commendable academic support. We look forward to proactive feedback from all stakeholders who will participate in the teaching-learning based on these study materials. It has been a very challenging task well executed, and I congratulate all concerned in the preparation of these SLMs. I wish the venture a grand success. Professor (Dr.) Ranjan Chakrabarti Vice-Chancellor
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Netaji Subhas Open University Under Graduate Degree Programme Choice Based Credit System (CBCS) Subject: Honours in Public Administration (HPA) Comparative Public Administration Course Code: CC-PA-05 CONTENTS Block I Introduction .....1- 10 Block II Theories and Models of Comparative Public Administration .....11 - 48 Block III Public Choice Theory .....49 - 111 Block IV Recent Trends .....112 - 168
1 CC-V BLOCK-1 UNIT-1 AN INTRODUCTION TO COMPARATIVE PUBLIC ADMINISTRATION STRUCTURE 1.1 Learning Objectives 1.2 Introduction 1.3 Nature and Scope 1.4 Evolution 1.5 Major Approaches 1.6 Problems 1.7 Conclusion 1.8 Summing Up 1.9 Glossary Keywords 1.10 Model Questions (3 Questions each of 6, 12 & 18 Marks) 1.11 Further Readings and References 1.1 Objectives This unit helps our students in learning: ? How does Comparative Public Administration emphasise on the development of the third world countries ? How do successes and failures of one country's public administration help the administration of other countries
2 ? Evolution of this subject ? Various approaches and models of Comparative Public Administration 1.2 Introduction "...

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The new paradigm for public administration must be comparative i.e., global, since the solution of the problem to which it addresses itself will require increasing communication between scholars and practitioners in all countries". ---

Fred W. Riggs ...

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the comparative aspects of public administration have largely been ignored; and as long as the study of public administration is not comparative, claims for ''a science of public administration'' sound rather hollow. Conceivably there might be a science of American public administration and a science of British public administration and a science of French public administration; but can there be a ''science of public administration'' in the sense of a body of generalized principles independent of their peculiar national setting? ---

Robert A. Dahl After World War II, newly independent countries of Asia, Africa and Latin America (most of them were ruled by the United Kingdom, France, Germany, The Netherlands, Portugal) required socio-economic-political development in their own way. All these colonial countries had only one single common legacy and that is 'ultimate exploitation by the colonial rulers more than century years old'. That's why they needed special care which the then dominated traditional public administration failed to provide. Because traditional public administration was born and developed in first world countries. So, traditional public administration had solutions of the problems of those countries. So, comparative public administration (CPA) is an answer

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for the probable development methods for the newly independent countries of Asia, Africa and Latin America.

Without introducing something new, it was not possible to rebuild the third world countries. Although scholars like Woodrow Wilson wanted to compare public administration from the very initial stage of this subject, but most of his contemporary scholars were not in favour to compare various administrations in that initial stage. They wanted to give a good shape to the subject (public administration) at first and only then they were in favour of compare one country's administration with another. We may also say in this way that satisfaction over the traditional public administration in spite of the fact that traditional public
3 administration is non-comparative by nature, was one of the major causes that CPA took so many years to emerge. Why CPA is necessary? Actually, until or unless, we compare one thing with other thing/ things we cannot say that this one is good or bad. So, comparison is very much necessary to know whether I am doing well or I need to change, and if I need to change, towards which direction I need to change? In this connection, one thing we should remember that literature of comparison of administration is very old. It is even found in the writings of Aristotle too. Aristotle, in his time, compared 158 city-states' political systems to learn what makes a government good and what makes a government bad. In comparative public administration it is very important to know that what we should compare and what we should not--- and obviously the whole matter will be done in a systematic way. In this particular point, modern comparative public administration differentiate itself from older classification and analysis. So, CPA is closely associated with nation building process since World War II. One of the major important objectives of the comparative public administration is to make the public administration universal. If we minutely follow the first quotation of this writing taken from Fred W. Riggs, we will see that Riggs did not want that public administration should show much concern over a single country. Behind flourish or spread or popularize this CPA subject, it should be noted that after World War II, each newly independent country adopted various types of political, economic, social as well as administrative systems considering their own suitability. This actually helped CPA to flourish as a specialized field. At the same time, we should not forget to mention another important objective or purpose of the CPA i.e., after comparing properly, apply best administrative solutions assembleing from anywhere of the world to solve a particular socio-economic-political problem anywhere and achieve better goals. 1.3 Nature and Scope Like other social science subjects, CPA also have ambiguity and debates over what is its nature and what are its scope. By nature, one can say that CPA is cross cultural as well as cross national. It is cross national because it studies administration of various countries. It is cross cultural because different countries possess different administrative culture of its own. If anybody wants to compare the administrative system of capitalist countries with the administrative system of socialist countries, then, he has to compare countries like USA, UK, France (capitalist countries) with the administration of Cuba, Vietnam (socialist countries). If any scholar wants to study the administration of developed countries and developing countries, he has to compare USA's administration (developed) with that of India's administration (developing). That's why CPA is branded as a cross cultural discussion platform.

4 By nature, comparative public administration is empirical too. traditional public administration was very much book oriented. But comparative public administration on contrary is very much empirical and survey based at the grassroots level. From the above point, another nature of CPA comes forward and i.e. while traditional public administration emphasized on theories (e.g. what to do or what not to do). On contrary, comparative public administration emphasized on how to do. CPA also transformed from ideographic to nomothetic nature. According to Fred W. Riggs, ideographic approach means those approaches which emphasize on a particular case, a particular historical event or on a single nation-state. On contrary, nomothetic approach wants to generalize various theories. So, ideographic approach was obviously descriptive one only. But nomothetic approach is full of writing on comparing various political, social, administrative systems. No one can deny the fact that, CPA helps public administration to move from non- ecological to ecological. And most of its credit goes to Fred W. Riggs. Although few experts of CPA introduced or discussed about ecology in CPA, but theoretical form of this in CPA was first given by Fred W. Riggs. Now, one may ask that what is ecological factor in comparative public administration? The term 'ecology' comes from the subject biology. There it purely denotes 'environment'. But, in the field of comparative public administration, it denotes the relationship between one country's administration with economic, political and social factors of that particular country. Institutions are playing very important role in comparative public administration. Here institutions mean legislature, executive and judiciary. Because state or administrative authority cannot do anything without various institutions mentioned above of the state. For example, in any country legislature passes the bill into law, executive organ executes those laws and judiciary interprets the law and if anything found wrong in execution, judiciary correct the same. CPA after careful studying or analysis tries to implement the best institutional process in a country. Another important nature of traditional public administration was that it emphasized on individual rather organization. For example, while traditional public administration emphasized on any particular organisation of a state like, NASA, Soviet ROSCOSMOS (erstwhile Soviet Space Programme), CPA here emphasize on individual. Traditional public administration surveys any particular country's administration and then apply this to other administrative systems. But comparative public administration under Fred W. Riggs had multiple focus. He and his followers knew better that the demands and needs of the third world countries are something different and much more than first world countries. That's why they have given special multiple focus on CPA to become a best solution to old exploited colonial countries.

5 Comparative public administration not only emphasizes on inter-government analysis, but it also emphasizes on intra-governmental activities too. It means comparative public administration try to compare administrative systems between or among the countries as well as between or among the various ministries/ departments within a same government too. It is one of the most important nature of CPA. CPA emphasised on studying voting behaviour of the various countries. Why do people cast vote? Why do a section of people cast vote in favour of a particular political party for a long time? Why do a section of people always shift their political loyalty from a particular political party to another--- all these queries are traced and discussed by CPA. For example, we know that India, Pakistan and Bangladesh are neighbours. But since 1947, Pakistan and Bangladesh (even when it was erstwhile East Pakistan) were ruled by the military junta. But, in India, democracy successfully runs since independence (except two years of emergency period). What are the major causes behind this? How did various forms of political system (democracy, autocracy) affect administration? CPA tries to serach out the answer of all these questions. Another important subject matter of CPA is growth and functions of pressure groups or interest groups in different parts of the world. How did interest groups emerge, how did they function, particularly how did they operate in different political structures and cultures--- all are the prominent subject matter of this discipline. On the other hand, few want to discuss CPA mainly at three broad levels i.e. i) Macro; ii) Middle-range; and iii) Micro. i) Macro Level: In macro level, for example, India's administrative system will be compared with France's administrative system. Two states' administrative system will be discussed here, in details. ii) Middle-range Level: In this approach, local level governments of the various states are compared and analysed. iii) Micro Level: Under this approach, comparison took place in grassroots level with similar type of organisations. For example, Railway administrative system, Banking system of various states can be compared and discussed under micro level analysis. Another important scope of CPA is management of human resources including financial management. These areas are mostly needed while discussing or analysing third world countries administration. Social welfare including education are two other important areas of discussion in CPA. As the subject intend to develop the socio-political-economic conditions of third world countries, so, without developing social welfare indicators and education no third world countries can develop itself.

6 1.4 Evolution When a new subject or a branch of new subject emerged, thought comes in the mind that what are the necessity of this new discipline? In case of comparative public administration, this question also arose and the simple answer is the independence of colonial countries after World War II. As we have already discussed that in spite of Aristotle's attempt in ancient Greek, we consider that comparative politics emerged as a separate discipline only after World War II. To serve the people of the third world countries, it is necessary to make the administration suitable for them. And to do this no administration of the first world country can help them. Because demands and priorities of the first world countries are different from the demands and priorities of the poor countries. Malnutrition is the problem found among the people of third world countries. Famine was very much normal for the people of newly independent countries. On contrary, these words are uncommon to the people of first world countries. Overnutrition is the problem of the first world countries. Fred W. Riggs has been given the most of the credit behind flourishing of this subject. Dwight Waldo, Ferrel Heady, L D White, R A Dahl are the eminent scholars in the field of CPA, but the contribution of Fred W. Riggs is the most remarkable one. To him, earlier studies should not be considered as 'comparative governments' and those studies one merely called as 'governments of foreign countries'. Because not only they had lack of comparativeness in nature but also these were not written in orderly manner. Fred W. Riggs wrote an article '

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Notes on Literature Available for the Study of Comparative Public Administration'.

It was published in 'The American Political Science Review' in 1954. In this article Riggs discussed about the available literature found on the comparative public administration in various countries. It was such a nice and needed article of that time. It was that time when under the leadership of Fred W. Riggs and under the financial patronage (one-half million dollars) of Ford foundation, a group of people started to discuss on comparative administration for two decades. Riggs was the Chairman of

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the comparative administration group (CAG) (which was a special division of the American Society for Public Administration) from 1960 to 1973.

Scholars gradually believed that Weberian model was not sufficient to understand public administration of third world countries. Dwight Waldo talked about the structural functionalism of the comparative public administration but in practice it is the credit of Riggs who actually introduced structural functionalism in the study of comparative public administration. Marshall Plan (1948) also played an important role behind emergence of comparative public administration. Under this plan USA provided foreign aid to Western Europe. USA all total transferred 13.3 billion dollars to Western Europe to recover their economy. At present this comparative public administration discipline is receiving importance throughout the world, beyond boundary.

7 1.5 Major Approaches: Major approaches under this discipline may be called: i) Bureaucratic approach ii) Behavioural approach iii) Structural-functional approach iv) Ecological approach i) Bureaucratic approach: Max Weber introduced this approach. To Max Weber, each organization can be defined or understood as a structure of activities and in future it will be in the direction to achieve desired goal. For the sake of maximum interest gain, each organisation develops a specialized system and few systematic rules and regulations. ii) Behavioural approach: This approach is related with the scientific study of human behaviour in different social environments. This approach demands that comparative public administration should include individual in the study. As this approach stresses on 'fact', thus, collection of data and analyse the same, quantification and verification of that data are given the primary priority. iii) Structural-functional approach: This approach is derived from the research work of Malinowski and Radcliff Brown--- two anthropologists. Although this approach was not applied in the field of public administration, as same as applied in the anthropology. In this approach, two major key words are 'structure' and 'functions'. Here social structure refers to "any pattern of behaviour, which has become the standard feature of a social system". This approach, in the arena of comparative public administration accepts that, a structure exists in each administrative system. And with the help of this structure and components or organs, several functions are performed. In comparative public administration, structures are of two types, 'concrete' (various government departments) and 'analytic' (structures of authority, power etc.). The word function here denotes any consequences of structure. It may be possible that those are the consequences of one structure to another structure or are the consequences of the whole system. Structures may be monofunctional or multifunctional. If structure like Central Intelligence Agency (CIA) is noticed, we'll find out that it is monofunctional but if we look at the Office of the US President, we'll find out that this structure is multifunctional. iv) Ecological approach: As we have already discussed that Fred W. Riggs is the father of this approach and according to him, this ecological approach is based on the 8 communication between administrative system and its external environment. But this environment is something different from the idea of Botany. Here, environment denotes political, cultural, economic and social systems. So, influence of administrative system over environment and vis-à-vis are the main discussing matter of this approach. In his famous book 'Ecology of Public Administration' (1962), Fred W. Riggs nicely discussed the relationship between administration and with its environment or surroundings. To Riggs, administration, social, economic, political--- all are subsystems of a society. 1.6 Problems Study of CPA depends very much on the political culture of that country. Sometime, country or specifically express, ruler of that country does not want that news or information from his country should go outside. For example, one can very much consider the case of North Korea now. North Korean President Kim Jung-un does not allow foreign media to travel here and there and collect information about his country. Even, he sometimes arrested foreign media personnel, tortured them on the grounds of spying in North Korea. So, if one scholar wants to compare capitalist country's administration with socialist country's administration and he chose USA as sample from capitalist country and North Korea as sample from socialist block, that researcher might face big problem to collect information from his sample North Korea. Or, we may say in this way that on the very first day when he chose North Korea as his sample, his research work came to an end. Technology is another challenge in case of studying or comparing various countries. Normally first world countries are technologically advanced countries, so, the tools and methods one is able to use in first world countries, is not easy to use the same in third world countries. For example, if one researcher is collecting data and analyse the same with 5G technology sitting in a developed country and that researcher use 3G technology while surveying and analysing in a third world country, findings might not give the same outcome. 1.7 Conclusion In conclusion, we may remind that CPA is not only a subject. CPA has become a tool for development of the developing and underdeveloped countries. One question sometime arose that whether was it too late to introduce the discipline CPA as a tool for development? It means should we introduce or implement CPA before World War II? The simple answer is no. Reality is something different. Actually, if we deeply notice, we'll find out that, till the end of World War II, concept of developing countries almost absent. These areas (e.g. India, Sri Lanka) were captured by the

9 colonial superpowers and they gave independence to these countries after World War II. So, in reality, the main subject matter (i.e. developing countries) of CPA did not exist at all before World War II. Till that time, their identity was just they were 'colonies'. So, as the main subject matter was absent, how did CPA emerged as a separate discipline? 1.8 Summing Up I. Comparative Public Administration can be branded as a movement to save and develop the third world countries II. This discipline received most contributions from Fred W. Riggs III. Subject matter of Comparative Public Administration is very tough as different nations have different political culture (democratic, autocratic etc.) IV. Without studying Comparative Public Administration, no administrative development is possible in current world 1.9 Glossary Keywords Major Approaches to Comparative Public Administration, Developing Countries, Third World Countries, Comparison of Administration, Comparison of Socio-Political- Economic Condition, Fred W. Riggs, 1.10 Model Questions (3 Questions each of 6, 12 & 18 Marks) 6 Marks Model Questions a) Examine the nature of comparative public administration. b) Write a short note on the shifting of ideographic nature to nomothetic nature. c) Why comparison is needed in administration? 12 Marks Model Questions a) What are the scope of comparative public administration?
10 b) Write a note on the contribution of Fred W. Riggs in the emergence of comparative public administration. c) Write a note on the ecology approach to comparative public administration. 18 Marks Model Questions a) Write a note on the various approaches of the comparative public administration. b) What are the major problems in comparative public administration? c) Explain the evolution of comparative public administration. 1.11 Further Readings and References 1. 'The Ecology of Public Administration' by Fred W. Riggs 2. 'The Study of Public Administration' by D. Waldo 3. 'Political Culture and Political Development' by Lucian W. Pye and Sidney Verba 4. 'Public Administration: A Comparative Perspective' by Ferrel Heady 5. 'The Science of Public Administration: Three Problems' by Robert A Dahl 6. 'Modern Comparative Politics: Approaches, Methods and Issues' by S N Ray 7. 'Introduction to Comparative Political Analysis' by Rakhahari Chatterji
11 BLOCK 2 THEORIES AND MODELS OF COMPARATIVE PUBLIC ADMINISTRATION UNIT 1 RATIONALE BEHIND THEORY AND MODEL BUILDING STRUCTURE 1.1 Learning objectives 1.2 Introduction 1.3 Theory building 1.3.1 Administrative management 1.3.2 Scientific management approach 1.3.3 Bureaucratic approach 1.3.4 Human relations approach 1.3.5 Behavioural approach 1.3.6 Public policy making 1.3.7 New public administration 1.4 Model building 1.4.1 Systems model 1.4.2 Institutional model 1.4.3 Rational policy-making model 1.4.4 Incremental model 1.5 Conclusion 1.6 Summary 1.7 Keywords 1.8 Model

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questions 1.9 References 1.1. LEARNING OBJECTIVES After reading this Unit, one should be able to: ? Explain

why there was a need to devise and theorise newer theories and models in public administration ? Discuss various advantages and disadvantages of theory and model making, ? Highlight traditional theorising with modern administrative theories, ? Explain new public management theory ? Explain the rationale behind scientific management theory ? Gather knowledge about the bureaucratic theory, ? Understand and appreciate the human relations approach that has taken the world of administration by storm ? Understand the Eastonian model for policy analysis; ? Discuss the Rationality model for policy-making;

12 ? Highlight the Institutional approach, which addresses the role that state and social institutions have in defining and shaping public policies; ? Describe Lindblom's Incremental approach to policy-making; and ? Examine the Political Public Policy approach 1.2. INTRODUCTION Modern day states are highly bureaucratic in nature. Since the 19 th century throughout the 20 th and in the 21 st centuries administration has played a pivotal role in safeguarding the interests of the modern state. Without it no state can function and serve the people that make its populace. Even in times of war a bureaucratic model is not necessarily disturbed for there is always a scope of improvement in the institution. Public Administration in a modern state is a government in action. The activities of government are almost look to the state. Today government has ceased to be merely the keeper of the peace, the arbiter of disputes and the providing of common and mundane services. Public Administration is an integral part of the development process and has a significant role to play in national development and social change. It is responsible for ending social inequalities and providing social justice to the weaker sections of society. It is a great instrument in the spread of education, ending un touch ability, providing social status to each and everyone. Public Administration plays a significant role in policy making in various fields. It helps the executive in identifying major policy areas, preparing major policy proposals, analysing various alternatives and solutions, dividing the major policies into sub-policies. In fact, bureaucracy is the only conceivable instrument capable of formulating and implementing the policies of modern government is called upon to undertake. From the above discussion, Public Administration is really government in action. It is true that public administration

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is mainly concerned with the executing and implementing part of governmental activity.

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Public Administration consists of getting the work of government done by coordinating the efforts of the people so that they can work together to accomplish their set tasks. Public administration is concerned with the activities of the government,

people and it differ from the private administration. Administration is essentially a matter of human relationships. It may be emphasized that the administrator is neither a philosopher nor a politician. 1.3. THEORY BUILDING

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Theory building in public administration is not an easy task to do, because there are various kinds of public organisations, administrative structures and processes has been developed in the study of public administration. The aim of public administrative theory is to achieve politically legitimated goals by constituency moulded means. For the success of public administration, public administrators have borrowed various methods, role, and theories from the other disciplines like economic, sociology, psychology etc. Theory building in public administration is not only related to develop a theory of administration but also to formulate a set of theories. Administrative theory is basically deals in the various ideas and views of various scholars. Administrative theory is that theory, which. helps to develop the other theories in the field of public administration. They are administrative management theory, the scientific management approach, the bureaucracy approach, the human relations approach, the behavioural approach, 13 the systems approach, public-policy approach, decision making theory, public choice theory, and in the end, it creates new public administration. Administrative theory helps to growth various theories in the field of public administration, which is briefly discussed in the following: 1.3.1 Administrative Management: Theory Administrative management theory is that a science of administration can be developed based on some principles and experience of administrators. It deals primarily with formal organisation structure. The basic aims of this theory are efficiency and economy. It explains briefly in the words of Henry Fayol, Luther Gullick and Lyndall Urwick. Henry Fayol is considered the father of administrative management theory. He mainly focusses on the development of broad administrative principles which are applicable to general and higher management levels. He defined management in terms of five functions, Planning, Organizing, Commanding, Coordinating and Controlling. Gullick explains major management techniques by the word POSDCORB, which stands for a different technique such as, Planning, Organizing, Staffing, Directing, Coordinating, Reporting and Budgeting. The administrative management theory is marked by the four basic features, impersonal, specialization, efficiency, and hierarchy. Although, the exponents of this theory, they often invoked the name of science, but they did not even come close to using established scientific methods. Their principles were derived from experience and collections of information. 1.3.2 The Scientific Management Approach: The scientific management approach was based on the design and the operation of production processes on the shop level of the organisation. Scientific management refers to the time motion studies. It signing in the United States in twentieth century by contribution of the scientific management school. The key representatives of this school are Lillian Gilberth. F.W. Taylor is the father of scientific management. Scientific management theory concern was to improve organisational efficiency and economy for the sake of the creational production. Taylor's belief that economic incentives are strong enough to motivate the worker for the increased production in the organisation. The major principles of scientific management are: ? It based on standardization of work methods. ? It deals with scientific selection and training of workers. ? It was an open advocacy of an equal division of work and responsibility between management and workers. ? There should be active cooperation and cordial relations between management and workers. 1.3.3. Bureaucratic Approach: The bureaucratic approach was systematically developed by German sociologist Max Weber in the twentieth century. He was first to describe its characteristics systematically. According to the Weber, bureaucracy is superior to any other form decision, precision, stability, discipline, and reliability. 14 For Max Weber, the national-legal bureaucracy was a prime example of rationalization and its impact on Western socio-economic and political institutions. Weber's explain the characteristics of the bureaucratic forms of organisation is based on Division of Labour, Hierarchy, Rules, Rationality, Inter personality, Rule orientation and Neutrality. 1.3.4 The Human Relations Approach: The basic of the human relations theory lies in its primary in human beings, psychological motivations, and informal group behaviour in the organisation. This theory focuses on management as a web of interpersonal relationships and it is also based on the behaviour of role occupants in an organisation than on the formal structure of the organisation. This theory came from the Hawthorne experiment which were carried out in the USA by Elton Mayo and his colleagues of the Harvard Business School in the late 20th century. In the first experiment workers operating under a piece-rate system. Overall, the significance of Hawthorne investigation was in discovering the informal organisation which it is now realized exists in all organisations. 1.3.5 Behavioural Approach: Herbert Simon, Douglas McGregor, Abraham Maslow, Kurt Lewin, Chester Barnard, Mary Parker Follet, Rensis Likert and Wanen Bennis are some of the foremost behavioural scientists who contributed in the development of the Behavioural approach to organisation. Behavioural scientists explain that an industrial organisation should be considered a social system which has both economic and social dimension. Every member of the organisation is unique to some degree. 1.3.6 Public Policy making: The model of public policy making are more

concerned with the objective of forming better policies for the state. The public policy maker as a person who does not have the brain, time, and money to fashion truly different policies. Public policy-making organs in India are, Constitution, Parliament, Cabinet, Planning Commission, National Development Council, Judiciary, Civil Services, Press, Political Posters, Pressure and Interest Groups, Professional Associations, and Voluntary Organisations. In our nation, policy is formulated by the cabinet or minister but it is implemented by the civil servants. Policy-making is done at the Union and State level in India. 1.3.7New Public Administration: New Public Administration was used to describe new philosophical outlook for public administration, which is specially based on efficiency and economy. It began to be said that efficiency is not the soul of public administration. Man is the focal point of all administration activities who cannot be subjected to the mechanical test of efficiency. New public administration is movement inspired by younger scholars. Overall, the new public administration has stressed on four important goals relevance, values, equity, and change. 15 Therefore, it is no doubt that, the study of public administration is a systematic body of knowledge which is mainly study of administrative system of the organisation. It goals to improve production and create efficiency of workers. In the public administration, the organisation is based on scientific management which is need for modern welfare state. Thus, administrative theory really is very useful for the modern state because it is based on the scientific management. It brings change in structure and process of the system of the government organisation. At last, it brings a new kind of public administration in the modern state, of which basic aim is managerial orientation. 1.4.

MODEL BUILDING In general terms, a model is a representation of a person or thing. When one is considering political systems or elitism in terms of public policy, one is abstracting from the real situation to simplify and identify significant aspects of public policy. In other words, in the field of public policy, models help to classify our ideas about public policy environment. They not only identify issues but also suggest explanations for public policy and its effects. 1.4.1 Systems model The Policy-making process has been regarded by David Easton as a 'black box', which converts the demands of the society into policies. While analysing political systems David Easton (1965) argues that the political system is that part of the society, which is engaged in the authoritative allocation of values. Inputs are seen as the physical, social, economic and political products of the environment. They are received into the political system in the form of both demands and supports. Demands are the claims made on the political system by individuals and groups to alter some aspect(s) of public policy. At the heart of the political system are the institutions and actors for policymaking. These include the chief executive, legislators, judges, and bureaucrats. In the system's version they translate inputs into outputs. Outputs, then, are the authoritative value allocations of the political system, and these allocations constitute what is called public policy or policies. The system theory portrays public policy as an output of the political system. 1.4.2 Institutional model Institutional model focuses on the government as an institution for policy analysis. It covers the realms of key government institutions – Parliament, Executive (including government departments) and Judiciary. In other words, a policy does not take the shape unless it is adopted and implemented by governmental institutions. The government institutions endow public policy with three distinct characteristics. Firstly, the government invests legal authority to policies. Secondly, application of a public policy is universal. Only public policies extend to all citizens in the state. Thirdly, public policy involves coercion. It is applied to the acts of government in backing up its decisions. A policy conveys the possibility for imposing penalties, through coercion, if necessary. Only the government can legally impose negative sanctions on violators of its policies. As such, there is a close tie-up between public policy and governmental institutions. The institutional approach to public policy, which depends on the interactions of those institutions created by the constitution, legislature, or government, has gained significance.

16 The value of the institutional approach to policy analysis lies in asking what relationships exist between institutional arrangements and the content of public policy, and also in investigating these relationships in a comparative fashion. However, it would not be right to assume that a particular change in institutional structure would automatically bring about changes in public policy. Without investigating the underlying relationship between structure and policy, it is difficult to assess the impact of institutional arrangements on public policies. In this context, Thomas Dye says, "both structure and policy are largely determined by environmental forces, and that tinkering with institutional arrangement will have little independent impact on public policy if underlying environmental forces – social, economic, and political – remain constant" 1.4.3. Rational policy making model The idea of 'rationality' has an important place in the study of policy and decision-making in the post-World War II era. Two sources are mainly responsible for this rational approach: (i) the idea of economic 'rationality' as it grew in economic theory, and (ii) the idea of 'bureaucratic,' rationality, as advocated in sociological theories of organisation. The concept of rationality, as it has been applied in public policy, has its roots in the construction of 'economic man', a 'calculating self-interested individual'. The Weberian model (formulated by Max Weber, a German Sociologist) of the rational imperative, or the choice of the most appropriate means to achieve the desired ends, has transformed the analytical approach to decision making studies. This approach emphasises that policy decisions involve a choice among policy alternatives on rational grounds. Rational policy-making is "to choose the one best option." Thomas Dye equates rationality with efficiency. "A policy is rational when the difference between the values it achieves and the values it sacrifices is positive and higher than any other policy alternative." He further observes that the idea of efficiency involves the calculation of all social, political, and economic values sacrificed or achieved by a public policy, not just those that can be measured in monetary terms. Thomas Dye prescribes a few requirements to policy-makers in selecting a rational policy. They must: ? know all the society's value preferences and their relative weights, ? know all the policy alternatives available, ? know all the consequences at each policy alternative, ? calculate the ratio of benefits to costs for each policy alternative, and ? select the most efficient policy alternative 1.4.4 Incremental model Charles Lindblom (1917- 2018) is a critic of the traditional rationality model. In criticising the rational model as advocated by Simon and others, Lindblom rejected the idea that decision- making was essentially something which was about defining goals, selecting alternatives, and comparing alternatives. Lindblom wanted to show that rational decision-making was simply "not workable for complex policy questions." To Lindblom, constraints of time, intelligence, cost, and politics prevent policy-makers to identify societal goals and their consequences. He

17 drew the distinction between Herbert Simon's concept of comprehensive (or root) rationality and his own idea of 'successive limited comparisons' (or branch decision-making). There are 3 prime analyses of incremental model i) Simple Incremental Analysis: It is a form of analysis in which only those alternative policies which are marginally different to the existing policy are analysed. ii) Strategic Analysis: Lindblom suggests reliance on "informed thoughtful" use of methods to "simplify problems" so as to make better choices. These methods include: "trial and error learning; systems analysis; operations research; management by objectives; programme evaluation and review technique." iii) Disjointed Incrementalism: It is an analytical strategy which involves "simplifying and focussing" on problems by six methods: (i) the limitation of analysis for a few familiar alternatives; (ii) intertwining values and policy goals with empirical analysis of problems; (iii) focussing on ills to be remedied rather than on goals to be sought; (iv) trial-and-error learning; (v) analysing a limited number of options and their consequences; (vi) fragmenting of analytical work to many partisan participations in policy-making. 1.5. CONCLUSION The Unit dealt with the various approaches and models of public policy. It emphasises public policy as an important area of politics and public management. As a separate approach it is useful in studying the interaction between government that produces policies, and its people for whom the policies are intended. There are now two public policy approaches, each with its own methods and emphases. The first is labelled as 'Policy Analysis;' the second, 'Political Public Policy.' From a policy analysis perspective, Putt and Springer (1989) argue that the function of policy research is to facilitate the analysis of public policy process by providing accurate and useful decision-related information. The skills required to produce information, which is technically sound and useful, lie at the heart of the policy research process, regardless of the specific methodology employed. Attempting to bring modern science and technology to bear on societal problems, policy analysis searches for appropriate methods and techniques that help the policy-makers to choose the most advantageous action. 1.6. SUMMARY ? Public administration is one of the most important parts of modern-day state system where proper legalised functionaries work coordinated in a manner for the good of the population. In order to initiate such changes administrators, undertake certain policies for the execution of plans that will in future lead to the god of the state. ? Models and theories are the two important factors in policy analysis and formulation as well. Theories act as background to proper models which implemented in real zones can lead to successes of policies undertaken by various institutions. ? Models act as structures based on which proper policies could be implemented. Various theorists have provided models to understand public policy formulation. ? Comparative public administration deals with the various models and theories that make up the corpus of public administration and public policy. Based on various theories and models theorists and administrators as well devise plans to be initiated to make the system better and efficient to deal with the problems of the people.
18 1.7. KEYWORDS 1, Universal- relating to or done by all people or things in the world or in a particular group; applicable to all cases. 2, policymaking- the activity of deciding on new policies, especially by a government or political party. 3, institutional-This means that an organization has a distinctive sense of self and identity and its way and its beliefs become important for the society as well. 4, systematic-a systematic approach to learning that involves carefully following the program's steps. Systemic describes what relates to or affects an entire system. 5, incentives-In general, incentives are anything that persuade a person to alter their behaviour. It is emphasised that incentives matter by the basic law of economists and the laws of behaviour, 1.8. MODEL QUESTIONS Short questions What is new public administration? What are the various facets that administrative theory deals with? Name a few policy making organisations in India? Medium questions What is black box model? Write a short note on the incremental model? What are the major principles of scientific management? Long questions Critically examine the policy-making models and suggest best suitable model/ models for a democratic country? Theories and models are the soul of administration while institutions are the body- justify this statement? Explain rational decision-making model in detail? 1.9. REFERENCES Buchanan, J.M. (1988). Market Failure and Political Failure. Cato Journal. 8(1). Dane, K. (2022). Discuss the theory building in public administrative. Owlgen.in. Retrieved March 12, 2023, from https://www.owlgen.in/discuss-the-theory-building-in-public-administrative/

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W. & Gunn, L.A. (1987). Policy Analysis for the Real World. London: Oxford University Press.

Lane, J-E. (2000). The Public Sector. London: Sage Publications. Lindblom, C. (1968). The Policy-Making Process. Englewood Cliffs: Prentice Hall. Lindblom, C. (1959). The Science of Muddling Through. Public Administration Review.19 UNIT 2 FRED RIGGS STRUCTURE 2.1 Learning objectives 2.2 Introduction 2.3 Ecological approach 2.4 Agrariaindutria models 2.4.1. Agraria 2.4.2. Industria 2.5 Fused Prismatic Diffracted 2.6 Prismatic Sala theory 2.7 Conclusion 2.8 Summary 2.9 Key words 2.10 Model Questions 2.11 References 2.1 LEARNING OBJECTIVES

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After studying this unit, you will be able to: 1. Discuss the essential features, merits, and limitations of the Ecological Approach to the study of Comparative Public Administration; 2. Appreciate the

way Fred W. Riggs has used the Ecological Approach in the creation of his models; 3. Understand the key elements of the Riggsian models of Agraria and Industria and their limitations;

20 4. Examine the attributes of Fused, Prismatic, and Diffracted societies, more particularly the Prismatic system and its administrative subsystem, the Sala; 5. Develop insights into the utility and limitations of the Prismatic-Sala model in the context of 'developing societies'; and 6. Have a brief view of the concepts of Development Administration and Administrative Development. 2.2 INTRODUCTION In recent years modern Governments have experienced a great change in their functions and responsibilities. In the changed context role of Public Administrative has become all the more crucial in fulfilling the goals of the government. Consequently, administrative theories and models have become all the more important to the understanding of it. The ecological approach to the study of administration has been suggested when Western organisation theories have been found inadequate for the study of the problems of administration in Third World Countries, After the Second World War many countries in Asia, Africa and Latin America were liberated from colonial rule. They were faced with the task of nation-building and socio-economic transformation to fulfil their people's aspirations. The western scholars who acted as consultants to many of these countries found that western organizational models failed to explain the reality in Third World Societies. This realisation resulted in the development of new concepts and approaches including the ecological one. In this unit, we shall discuss the views of Fred W. Riggs on the ecological approach to the study of Public Administration. Fred Riggs was a renowned professor of Emeritus of the political science department of the university of Hawaii. He was a political scientist and pioneer in administrative model building and theory formulation. He is known for his work in public administration, especially the Riggsian model. Here are some of his other works; Frontiers of Development Administration, Idea of Development Administration, and Administration in Developing Countries. The Riggsian theory or sala was based on the different types of societies we have in the world. Fred w. Riggs made a great effort in searching for an effective and efficient model for analysing public administration in developing countries. With Fred Riggs background in sociology, he identified the fused or traditional society, diffracted or developed society and the prismatic or developing society. According to Fred Riggs, the fused or traditional society has no specialization, it is undeveloped because in it there is a low level of structural differentiation with a corresponding level of integration. There is no separation among the various institutions. From the very beginning, Riggs made a great effort in searching for an objective and effective model for analysing public administration in developing regions. With his background in sociological theory, Riggs created the —fused-prismatic-diffracted model.‖ This model covers a wide range of research. For instance, economic life, social structures, political symbols, and the allocation of power are all part of the analysis of structural function. From the perspectives of heterogeneity, overlapping, formalism, and social transformation, the model observes peculiar features in a prismatic society. Even though the theory behind it needs refinement, it has exerted tremendous influence on the understanding of public administration and organizational behaviour.

21 A polarized model is inadequate in depicting the features that contribute to a developing country's administrative system. As a result, Riggs abandoned models that differentiated flanked by agrarianism and industrialism. Rather, Riggs opted to make a more diverse, yet simplified model, namely, the —fused prismatic-diffracted model or called a —prismatic model. The formulation of the prismatic model was primarily based on the extent to which a social administrative system undergoes functional differentiation. The model is appropriate for learning three societal kinds: highly developed Western industrial societies and traditional agrarian societies, as well as developing societies. Each society has its own social, economic, politically symbolic, and communicative attributes, as well as its political system and concepts of individual rights. Yet, these attributes eventually develop into dissimilar administrative systems. Riggs whispered that the degree to which each component of society differs from another in function is measurable and that measures of functional differentiation can be used to locate the three societal kinds beside a continuum. Simultaneously, Riggs whispered that his theoretical model can be used to compare the fundamental structure of several societies. Through his model, one is so able to comprehend each country's administrative attributes and differences. Riggs 'analysis of public administrations primarily relies upon a functional structural analytical approach. He refers to the structure as a society's pattern of activity, while the function is measured to be the outcome of a pattern of activity. Given this analytical approach, one discovers that traditional agrarian societies, highly developed industrial societies, and developing societies are functionally and structurally separate. Such functional and structural attributes can be further examined by using a biological approach, that is, via a spectrum. Taking a traditional agrarian society as an instance, say a traditional Thai society, one notices that several social functions and social structures are highly functionally diffuse, that is, there is no organized division of labour. This analogy serves to demonstrate the consequences of an unorganized functional and structural system in a traditional agrarian society. But, should a white ray of light be beamed through a prism, it would disperse into a wide range of colours. Riggs uses the word —diffractll to refer to this phenomenon (dissimilar to its meaning in physics) as a metaphor for the functional and structural system that is highly functionally specific, as found within an industrialized society. Though, Riggs believes that there is a third scenario in addition to the two opposed extremes. That is, one necessity also contemplates the condition of the white light throughout the procedure in which it is being beamed through the prism itself. Specifically, the white ray is just starting to be diffracted, but the diffraction procedure has yet to be completed. Social differentiation, hence, cannot be successfully achieved overnight. Likewise, social transformation does not progress at a constant speed. The question, therefore, remains, how does a traditional society become modernized? Moreover, how does a fused society become a more diffracted society? Flanked by the two extremes of a —lack of division of labourll society versus a diffracted society, one may ask, what other possibilities are there? Through his model, Riggs suitably and thoroughly addresses these questions. Riggs first tackles these issues by describing how a ray of light passes through a prism: when a fused white light is beamed through a prism, the white light is subsequently diffracted into a rainbow of colours. Riggs further conceptualizes the diffraction procedure itself as creating a continuum. 2.3 ECOLOGICAL APPROACH The administration does not function in isolation from its environment. It influences it and is influenced by it. An understanding of the dynamics of this process of interaction between the

22 two is necessary for the understanding of the administration. The approach adopted is known as the ecological approach. Ecology is a term borrowed from Biology. It is concerned with science dealing with the interrelationship of organisms and their environment. It is a study of the interplay of living organisms and their physical and social environment. It is concerned with the question of how a balance involving organisms and the environment is achieved for survival. In Biology, it is established that a particular plant requires for its growth particular climate Soil humidity, temperature, etc. A plant that can grow well in a particular climate cannot do so under a different climate. Likewise, the growth or development of each society is conditioned by its history, economic structure, values, political system, etc. The characteristics of its social system and its physical, environment shape the ideas and institution just as a plant cannot grow in a different environment; so also, all institutions cannot thrive in a different social setting. Thus to understand

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the ecology of Public Administration. i.e. the interaction of administration and its environment, it is necessary to have an understanding of the society and the various factors affecting its functioning. The ecological approach to the study of public Administration was initiated by J.M. Gaus, Robert A. Dahl and Robert A. Merton long before Fred W. Riggs. But it was Riggs who made a significant contribution to this approach:

Fred W. Riggs, a distinguished American scholar and consultant to many developing countries, developed the ecological concept based on his studies in Thailand, the Philippines and 28 India. In his study of the administrative systems of developing societies, Riggs analysed

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the relationship between the administrations and the economic, social, technological, political and communication factors from a wide perspective. He

has explained with illustration how environmental conditions influence administrative systems based on his Studies in Thailand and the Philippines. Riggs raised basic questions about the relevance of Western organisation theories to developing countries. He pointed out that each society has certain unique characteristics which influence the working of its sub- systems. He found that most Western theories look "inside" the system. The "outside" refers to the general socio-economic environment. The socioeconomic environment in Western developed countries is not the same as that in the Third World Countries. That is why, as observed by Riggs, the theories or models developed for the former seem inapplicable to the latter. The findings of Riggs, therefore are considered a significant contribution to the understanding of administrative systems in Third World Countries, based on them he has broadened the analytical frame for the examination of the administrative systems in Third World Countries. 2.4 AGRARIA INDUSTRIA MODELS Inspired by Dwight Waldo, Fred W. Riggs utilized innovatively the essential feature of the general system approach, the structural-functional, and the ecological approach, while developing a typology of models in his path-breaking article entitled, ‘

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Agraria and Industria- Toward a Typology of Comparative Administration’ published in

an anthology, Towards a Comparative study of Public Administration edited by William J Siffin in 1957. In the agrarian-industria models, Riggs used the ideal-type methodology, which has logically interrelated various important and relevant concepts and their relationships and, which are based on imagination and extrapolation of societies that represent the total development of the characteristics of a particular model. Like Max Weber’s models, Riggs’s models are ideal- typical or ‘pure’ in the formulation and are not found in real life. It may, however, be pointed

23 out that Riggs abstracted his Agrarian model from the features of Imperial China of ancient times and likewise, for Industria, he abstracted the features of the modern United States of America. Normally, we can say that two were inductive models derived from the study of distinct historical societies. However, we should remember that ideal-type models are not necessarily inductive or deductive. Deductive models by some scholars are constructed based on the analysis of features of several societies or systems. It is assumed by some scholars that Weber's model of bureaucracy was apparently 'deductive' in nature. Nevertheless, the caution is clear: Ideal-type models need not be inductive or deductive. They have a methodology of their own. 2.4.1Agraria The main features of an agrarian society were as follows: 1. Man's status is based on his birth (parentage, lineage) 2. Traditions are followed, as the basis of the functioning of an administrative system. These traditions favour privileged groups over the rest. 3. Some structures perform many functions; they are multi-functional in nature. 4. Social groups at the local level are stable and there is very little movement from one social group to another. Thus, the status system is rigid and almost closed. 5. Occupations in this society have very little specialization. 6. Various groups in the agrarian society have specific tasks defined by traditions. This leads to rigidity in their classification of social hierarchy that is based on conventional stratification. 2.4.2 Industria An industria society has the following features: 1. There is universalism and equity in the application of rules in society. No special privileges are granted to any section of society. 2. Structures are specialized in their nature. They perform tasks particularly related to their special sphere. 3. Progress of a person in society and the administrative system is decided on merit and achievement (as against birth in the agraria) 4. Certain social groups have the opportunity and freedom to move on to other social groups depending on their will and skill. The road to progress, vertical or horizontal, is not blocked for anyone. 5. The occupational system is well-developed with its norms and rules. There is no interference from any outside structure in the conduct of occupational roles. 6. The class system in society is not rigid or based on any conventional social hierarchy. Instead, it is based on a generalized pattern of occupational achievement. 7. Associations in society are not based on rigidity or birth. Instead, they are functionally specialized and based on achievement. 2.5 FUSED PRISMATIC DIFFRACTED

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Prismatic society is characterised by various economic, social, political, and administrative sub- systems. Riggs called the administrative sub-system the 'Sala Model'.

In a diffracted society its counterpart is called 'Bureau' or 'Office' and in a fused society 'Chamber'. Each of them has distinctive features of its own. The Spanish word, 'Sala', has a variety of meanings like a government office, a religious conference, a room, a pavilion, etc. The word, 'Sala', is also generally used in East Asian countries more or less with the same meaning. Sala has certain features of both the diffracted 'bureau' and the fused 'chamber'. However, the 'bureau' features of Sala do not well represent its basic character. The heterogeneous value system and the traditional and modem methods of the prismatic society are reflected in its administrative rationality and efficiency found in the Bureau is absent in Sala. Riggs believes that when analysing prismatic societies, mainly social scientists fail to understand how they essentially function. More significantly, they are unable to fully understand the circumstances under which society experiences diffraction. Such social scientists only grasp the concept of a dedicated structure and are not able to conceptualize the whole social structural system. Taking a family household as an instance, in a fused society the family is the model through which politics, the administrative system, religion, and ethics are judged. In contrast, in a diffracted society, the family household's influence on other social structures is negligible. Yet, in a prismatic society, the degree of influence lies within these two extremes. In other words, a family household's influence on several other social structures is less than in a fused society, but more than in a diffracted one. The revision of economic behaviour can be applied in the same manner. In a prismatic society, should one ignore the interrelationship flanked by political, administrative, social, and economic factors, and limit one 's analysis to economic behaviour alone, one not only fails to fully grasp the larger picture but more importantly, misunderstands the role of economic behaviour as well. 2.6 PRISMATIC SALA THEORY Prismatic-Sala Model The ecological approach to development administration is the central point of Riggs's analysis. It is on account of environmental influences that an administrative system in a prismatic society develops the characteristics of heterogeneity, formalism and overlapping. These three, according to Riggs, are the important features of development administration in a developing nation. Heterogeneity It is the presence of a mix of traditional and modern forms and institutions in the administrative system. For example, office attendants coexist with telephones as aids to the administration. Modern ideas are superimposed upon traditional ones. Behind the façade of new structures introduced, the old and traditional ways of doing things persist. In brief, in prismatic society modernity and tradition coexist in an uneasy companionship. Formalism The existence of discrepancy between the formally prescribed norms and their practice is known as formalism. As a result of formalism, there is a wide gap between government proposals and their implementation. Most of the laws are either bypassed or not implemented at all. Although government officials insist on following some of the laws, rules and regulations, their official behaviour does not correspond to the legal status. Very often they work for the

25 realisation of goals other than the achievement of programme objectives. Formalism gives raise to administrative evils like red tape, passing the buck, inefficiency and corruption. Overlapping It means non-administrative criteria determining what is described as administrative behaviour. The administrative structures are intermixed with the social, economic, political, and cultural aspects of society. As a result of overlapping, the administrative institutions give the impression of performing specific administrative functions, but actually, they perform a variety of non-administrative, traditional functions. The social role of the officer often overlaps with his/her official role and causes a lot of confusion and maladjustment. 2.7 CONCLUSION

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In adopting a deductive procedure, the —fused-prismatic-diffracted‖ model likewise ignores the ultimate goal of public administration in its attempt to build a value-free science. W. Wilson argues that the primary function of any public administration is to work efficiently. So, it should be obvious that a public administration cannot and should not abandon sure values. Moreover, while the —fused-prismatic-diffracted model‖ tends to supplement its theory with empirical proof, it is sometimes hard to find appropriately related proof. The uniqueness of Riggs 'theory is undeniably influential. Yet, his theory is to some extent predicated on logical speculation or assumptions. For instance, Riggs believes that formalism is the primary and sole factor in rising administrative hierarchical power within prismatic societies. This argument, though, is too simple and unequivocal to accept. To illustrate his argument, Riggs uses American society as his model of a diffracted society. The shortcoming here is, although American society is a developed and industrialized country, one cannot infer that it is free of formalism and no longer a prismatic society. So, the theoretical hypothesis that American society is a model which one should use in constructing a diffracted society is both inappropriate and unsatisfactory.

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Riggs openly admits that the prismatic model is appropriate only for examining phenomena that occur throughout the social transformation procedure. In an actual society, though, —independent variables‖ and —dependent variables‖ are complex and therefore hard to predict. Consequently, causal inference is

hard

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to avoid. From a purely functional or linguistic point of view, the —fused prismatic-diffracted model uses too much terminology and dedicated jargon. To understand it, one necessity patiently wades through the definitions provided by Riggs himself. Therefore, in designing a new model, and in the effort to distinguish it from others, Riggs recognized a unique vocabulary that has no application whatsoever to other models. In addition, from a structural perspective, the —fused-prismatic- diffracted‖ model is awkwardly divided into three sections. This kind of organization reflects the model 's formalist limitations. Factors that cause or instigate social transformations are latent, unstable, and indefinite at best. In describing the development of Middle Eastern society, D. Lerner 's —The Passing of Traditional Society proves this point decisively. Certainly, there are societies whose transformations have occurred as a result of powerful external forces. Under these circumstances, if one insists on using the —fused-prismatic diffracted‖ model for analytical purposes, the result would be irrelevant to the facts 2.8

SUMMARY
26 ? Classical organizational theories mainly emphasise organizational structures and

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principles and behavioural theories concentrate on human behaviour in the organisation. But ecological theories emphasise the interaction of administration with its environment. ? Both in content and in analysis, Riggs's ecological

approach extends the horizons; and assumes an integrated approach to

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the administrative system. His approach and models help us in examining the administrative process in developing countries.

Although in practice

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his administrative models are difficult to find, they help us in appreciating the realities. ? The Sala model provides an opportunity to analyse and understands the administrative system in developing countries. It also facilitates

further such studies that are based on empirical and ecologic approaches. 2.9 KEYWORDS ? Ascriptive values: Values derived by birth ? Attainment values: Values derived from one's efforts. ? Barter exchange: It is a characteristic feature of the traditional economy. In such an economy there is an exchange of goods and services without the use of money. ? Bureau: Bureau or office refers to an administrative sub-system in a diffracted society. ? Chamber: Refers to administrative sub-system in a fused society. ? Differentiation: Existence of

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a situation in which every function has a corresponding specialised structure for its performance. ?

Formal: The official norm, the theory, what ought to be done, as expressed in constitutions, laws, rules and regulations. ? Integration: A process to tie together, to coordinate the various kinds of specialised roles in a society 2.10 MODEL QUESTIONS Short questions Who are the theorists who initiated the ecological approach? What is the origin of the 'sala'? Who inspired Riggs to write 'Agraria and Industria- Toward a Typology of Comparative Administration'? MEDIUM QUESTIONS What is the major criticism of the ecological approach? Public administration without comparison will not develop- justify the statement? What objections did F. Riggs have to the traditional society theory? Long questions What is the Riggsian model of public administration? Explain prismatic sala theory? Write a short note on the need for governments to compare to serve the public better through public administration?
27 2.11 REFERENCES

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28 3.1 LEARNING
OBJECTIVES

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After studying this unit, one will be able to ? Understand the beginning of the era of comparative public administration in the

USA and its ramifications globally. ? Understand the ecological approach to public administration by Fred Riggs holistically. ? Analyse the fallacies and redundancies linked with the Riggsian approach. ? Critically evaluate the pros and cons related to the various theories of Fred Riggs. ? Explain the relevance of the Riggsian approach to public administration in both historical terms as well as contemporary terms. 3.2 INTRODUCTION One cannot criticise something that one does not know about. Such criticism is hollow and lacks objectivity and rationality. If pursued such an analysis will only yield faulty, error-laden results. Therefore, the priority while constructing a critique of Riggs is to explain what Riggs stood for and what is the Riggsian approach. With the end of the Second World War and the emergence of third-world nations Public Administration was developed as Comparative Public Administration by developing its comparative viewpoint. It was developed with a more scientific outlook of public administration by establishing and strengthening theory in Public Administration. In simple words comparative public administration refers to the comparative study of government administrative systems functioning in different countries with different cultural and geographical settings at different periods. Originally the thinkers of the USA were trying to develop the subject matter of Comparative Public Administration by undertaking the analysis of various constitutional administrative systems in the world. In this regard, Robert Dahl addressed three major obstacles. They are (1)

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the inherent normative implication of Public Administration (2) what a science of Public Administration must be based upon a study of human behaviour and (3) that "as long as the study of Public Administration is not comparative, claims for a science

of Public Administration sound rather
than hollow." When Public administration is defined as a sub-field of political science Comparative Public Administration is a specialization in the field of Public Administration. Like other specializations such as administrative theory, public-personnel administration, and government budgeting.

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Comparative public administration focuses on Public Administration as a field of study and research rather simple execution of tasks. Haroon A. Khan defined Comparative Public administration as a quest for searching patterns and regularities in administrative behaviour and action and to characterize them in present-day nation-states. 3.3

RIGGS, CAG AND THE ECOLOGICAL APPROACH The first organization formally formed to formulate a universal comparative theory of public administration was the Comparative Administration Group (CAG) in 1960 that was a division of the ASPA, funded by the Ford Foundation to study methods for improving public administration in developing countries under the chairmanship of Fred W. Riggs. More than providing administrative techniques this group became a forum for intellectuals to understand
29 why the developing countries differ so much in the practice of administration and are not able to sustain the classical theory principles of administration in their systems even though Classical theorists of administration like Fayol and Weber, etc preached that their principles and models of administration were universal in their element and can be applied anywhere with the greatest success. CAG gave the idea of scientific studies and emphasized empirical and ecological (social, cultural and historical factors) study of various administrative systems. Even the CAG had to shut shop in the early 70s since various administrators and academicians realised that the highly complex setting which the group had provided for comparative Public Administration studies was resulting in failures in providing empirical assessment 98 of administration factors in a society. They stated that it provided a very good direction but the techniques were not specified to execute the idea. And so the studies were transferred back to the Department of Comparative Studies. In 1968, the first Minnowbrook Conference was held under the chairmanship of Dwight Waldo that also talked about the need for Comparative Public Administration study and analysis. The prominent idea under the banner of CAG was the

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ecological approach. Administration and its environment influence each other and an understanding of

the dynamics

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of this process is necessary to understand administration. This approach is known as

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ecological approach. The word ‘ecology’ is borrowed from biology where it suggested

the interdependence

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between an animal species and its natural environment. The Ecological approach to the study of public administration was initiated (in the order) by J.M. Gans (1947), Robert. A. Dahl (1969), Roscoe Martin (1952) and FW. Riggs (1961).

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In 1961, F.W. Riggs in his book, "The Ecology of Public Administration" explored from a comparative perspective the interaction between public administration and the environment in which it develops. In analysing the administrative system from the ecological point of view, Riggs mainly used the structural- functional approach. Talcott Parsons, Robert Merton, Marion Levy, Gabriel Almond and David Apter are the other thinkers who adopted this approach in their works. The ecological approach views public bureaucracy as a social institution which is continuously interacting with the economic, political and socio-cultural sub-systems of a society. Bureaucracy is not only affected by these environmental systems but also affects them in turn. Thus, this approach emphasizes the necessary interdependence of public bureaucracy and its environment. In the opinion of Riggs, administrative institutions are shaped and affected by their social, economic, cultural and political environment. Therefore, he emphasizes that to understand better the real nature, operations and behaviour of a particular administrative system, one should identify and understand deeply various environmental factors influencing it. The ecological approach determines how an administrative system operates in practice. Thus, it is useful to understand administrative realities.

Fred Riggs, who is known as the Father of Comparative Public Administration is the propounder of the ecological approach. He wrote the book "The Ecology of Public Administration "in 1962 in which he threw light on the relationship & interaction of an administration with its external surroundings. He analysed that many factors like political, social, economic, administrative etc. are influenced by its environment & in turn influence the environment in which it works. During his period as a Researcher at the Foreign Policy Association in the USA, Fred Riggs came across an interesting phenomenon regarding American Public Administration. He found them to be extremely self-absorbed in their approach which believed that the American way of administration was unique without any complements

30 elsewhere in the world and that it could answer all the administrative problems emerging in the newly developing countries. However, to explore the consequences of 28 intermingling contrasting systems in developing countries, he looked at the structural-functional approach of the social sciences. This approach provides a mechanism to understand social processes. The function is the consequence of patterns of action while the structure is the resultant institution and the pattern of the action itself. It reads complicated but the theory is not that difficult to understand. Social structures can be concrete such as Government departments and Bureaus or even specific societies held together by shared beliefs, customs and morals and also analytic like the structure of power or authority. These structures perform certain functions and in terms of the structural functional approach, these functions have an interdependent pattern between structures. So the first step would be to view bureaucracy as a structure which has an administrative system with characteristics like hierarchy, specialization etc. The behavioural characteristics can be rationality, neutrality, professionalism, and rule orientation. Then, one can proceed to examine the functions of bureaucracy. According to Riggs, there are five functional requisites of a society: Economic, Socio- communicational, Symbolic, and Political. While talking about Riggs's explanation of the concept and contribution to this approach, we cannot proceed further without mentioning his Prismatic Model. This model uses a common phenomenon as an analogy, when white light passes through a prism it breaks into seven colours of different wavelengths. As per Riggs, the white light is the fused structure of traditional society. The rainbow represents the diffracted (or refracted) structures of an industrialized society. Inside the prism, society was in transition. Riggs challenged the traditional approaches of public administration implying that basic principles of administration have universal application. It also contributed to the comparative study of public administration by providing a more relevant perspective; that not all systems work the same in all places, so one can take what one likes and leave the rest. 3.4 CRITICISM OF FRED RIGGS Fred W. Riggs, one of the leading scholars on public administration in contemporary America, is considered an authority with exceptional creativity and great theory in the field of the comparative study of public administration. From the very beginning, Riggs made a great effort in searching for an objective and effective model for analysing public administration in developing regions. He is an energetic pioneer in research methodology, as evidenced by the "Pan-disciplinary approach" he came up with in the book " Public Administration in Developing Countries " published in 1964. Among others, Riggs' most significant contribution was to create the administration model - the fused prismatic-diffracted model. The model covers a wide range of research, for instance, economic life, social structures, political symbols, and the allocation of power are all part of the analysis of structural function. Moreover, the model can be applied in modern, traditional, developing and semi- developed economies. Riggs has consistently put a particular emphasis on the linkage between public administration and its environment and therefore advocated the concept that the administrative behaviour in a given society must be understood in the context of the social background instead of the administration itself. A polarized model is inadequate in depicting the characteristics that contribute to a developing country's administrative system. As a result, Riggs abandoned models that differentiated between agrarianism and industrialism. Rather, Riggs opted to create a more diverse, yet

31 simplified model, namely, the "fused-prismatic diffracted" model or what I have chosen to call a "prismatic" model. The formulation of the prismatic model was primarily based on the extent to which a social administrative system undergoes functional differentiation. The model is appropriate for studying three societal types: highly developed Western industrial societies and traditional agrarian societies, as well as developing societies. Each society has its own social, economic, politically symbolic, and communicative attributes, as well as its political system and concepts of individual rights. Yet, these attributes eventually develop into different administrative systems. Riggs believed that the degree to which each component of society differs from another in function is measurable and that measures of functional differentiation can be used to locate the three societal types along a continuum. Simultaneously, Riggs believed that his theoretical model can be used to compare the fundamental structure of various societies. Through his model, one is therefore able to comprehend each country's administrative attributes and differences. Riggs' analysis of public administrations primarily relies upon a functional-structural analytical approach. He refers to the structure as a society's pattern of activity, while the function is considered to be the outcome of a pattern of activity. Given this analytical approach, one discovers that traditional agrarian societies, highly developed industrial societies, and developing societies are functionally and structurally distinct. Such functional and structural attributes can be further examined by using a biological approach, that is, via a spectrum. Taking a traditional agrarian society as an example, say a traditional Thai society, one notices that various social functions and social structures are highly functionally diffuse, that is, there is no organized division of labour. This analogy serves to demonstrate the consequences of an unorganized functional and structural system in a traditional agrarian society. But, should a white ray of light be beamed through a prism, it would disperse into a wide range of colours. Riggs uses the word "diffract" to refer to this phenomenon (different than its meaning in physics) as a metaphor for the functional and structural system that is highly functionally specific, as found within an industrialized society. However, Riggs believes that there is a third scenario in addition to the two opposed extremes. That is, one must also contemplate the condition of the white light during the process in which it is being beamed through the prism itself. Specifically, the white ray is just starting to be diffracted, but the diffraction process has yet to be completed.. Social differentiation, hence, cannot be successfully achieved overnight. Likewise, social transformation does not progress at a consistent speed. The question thus remains, how does a traditional society become modernized? Moreover, how does a fused society become a more diffracted society? Between the two extremes of a "lack of division of labour" society versus a diffracted society, one may ask, what other possibilities are there? Through his model, Riggs suitably and thoroughly addresses these questions. Riggs first tackles these issues by describing how a ray of light passes through a prism: when a fused white light is beamed through a prism, the white light is subsequently diffracted into a rainbow of colours. Riggs further conceptualizes the diffraction process. itself as creating a continuum. Riggs believes that when analysing prismatic societies, most social scientists fail to understand how they essentially function. More significantly, they are unable to fully understand the conditions under which society experiences diffraction. Such social scientists only grasp the concept of a specialized structure and are not able to conceptualize the entire social structural system.

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Fred W. Riggs' article "Agraria and Industrial Toward a Typology of Comparative Administration," published in 1955, won him wide acclaim among scholars. Since the publications of The Ecology of Public Administration (1961) and Administration in Developing Countries (1964), Riggs' position and reputation in the field of comparative public administration have been peerless. T. Parsons once said that "sociologists all critique Max Weber, but no one can do social research independently and scientifically without referring to Weber's theories." In the same manner, those who study comparative public administration will criticize Fred W. Riggs' "fused-prismatic-diffracted model," but in conducting research, no one is free of Riggs' influence. The limits of Riggs' theory can be summarized along the following lines. First, one school of thought that supports the "fused- prismatic-diffracted model" believes that this model can replace empirical studies in general. In other words, empirical studies are regarded as having little to no value. The primary reason for this stems from the perspective that empirical studies are time-consuming and expensive. As Milne astutely points out, however, it is dangerous for novice scholars to rely entirely upon model theories. Shortcomings arise when scholars erroneously believe that once one is familiar with one model of administrative theory, one can draw broad conclusions about the administrative features of all regions without conducting empirical research. A second critique of Riggs' theory identifies the scope of the "fused-prismatic-diffracted model" as being too broad and abstract. Riggs' structural function studies, which include several cultural factors-including economic, social, and political-are difficult to follow. Therefore, some scholars may be tempted to denounce this kind of large-scale theory as middle-range theory, and hence, consider empirical investigations as supplemental. The objective is thus to shorten the distance between theory and practice. Concrete examples include the study of the influence of foreign capital enterprises on political transformations and minutely detailed categorizations of the hierarchical power system. Another critique of the "fused-prismatic- diffracted" model argues that while it is predicated on the notion of deduction, there is little empirical evidence to support it. Most sciences require empirical evidence so that results can be verified, not only repeatedly but also at any time and place. Moreover, objective comparisons would then likewise be possible. Riggs, however, endeavours to prescribe "formalism" as a given standard, and most scholars consider this concept unsatisfactory. Moreover, when scholars attempt to use Riggs' model to study the administrative systems of foreign countries, they often encounter numerous difficulties. Scholars have also found that in some cases the "fused-prismatic-diffracted model" ignores certain variables, but in others it exaggerates them. For instance, as Riggs himself pointed out, aside from cultural factors others should also be considered. These include historical background, the political structure of postcolonial countries, territorial size, the status of hierarchical power, and the role of the military, as well as social ideologies. Most importantly, the unique circumstances of each country will have a profound influence on administrative behaviour. Yet, these are factors Riggs seldom discusses. In adopting a deductive process, the "fused prismatic-diffracted" model likewise ignores the ultimate goal of public administration in its attempt to build a value-free science. W. Wilson argues that the primary function of any public administration is to work efficiently. Therefore, it should be obvious that a public administration cannot and should not abandon certain values. Moreover, while the "fused-prismatic-diffracted model" tends to supplement its theory with empirical evidence, it is sometimes difficult to find appropriately related evidence. The uniqueness of Riggs' theory is undeniably influential. Yet, his theory is to some extent 33 predicated on logical speculation or assumptions. For instance, Riggs believes that formalism is the primary and sole factor in increasing administrative hierarchical power within prismatic societies. This argument, however, is too simple and unequivocal to accept. To illustrate his argument, Riggs uses American society as his model of a diffracted society. The shortcoming here is, although American society is a developed and industrialized country, one cannot infer that it is free of formalism and no longer a prismatic society. Therefore, the theoretical hypothesis that American society is a model which one should use in constructing a diffracted society is both inappropriate and unsatisfactory. 3.5

CONCLUSION In conclusion, it can be said that though Riggs provided a new approach to studying public administration. With the ecological approach, Riggs changed the discourse of public administration towards comparative analysis. The model propounded by him brought a breath of fresh air to the traditional domain. But problems remained with this model as with every other model. It was criticised as having a western bias against the newly independent third-world countries. It also avoided the goal of creating a value-free model and thus reduced the basic tenets of Weberian bureaucratic efficiency. 3.6 SUMMARY ? Fred Riggs along with other theorists of the comparative public administrative group brought a welcome change to the discipline of public administration. ? The ecological approach propounded by Fred Riggs explained public administration is not a mechanistic institution of state service but rather is an engagement between the environment and its constitutive forces of which its environment is the primary one. ? The Riggsian approach divided the entirety of the environment between agraria, industria and prismatic society. ? There are major drawbacks to the model put forward by Fred Riggs. The western bias against the third world nations, the shifting of the goal of public administration. The inclusion of a differentiated model rather than holism is some of the many problems in the theory of Riggs. 3.7 KEYWORDS 1. Diffracted- to break up light or sound waves by making them go through a narrow space or across an edge. In the context of Public Administration where the division of typologies takes place. 2. Prismatic- the colours formed by the refraction of light through a prism. prismatic effects. In Public Administration shows various formulations in the same society. 3. Pan-disciplinary-an approach that brings together knowledge from various disciplines such as literary, anthropological, political etc. to make the research more coherent. 4. Post-colonial-The consensus in the field is that "post-colonial" (with a hyphen) signifies a period that comes chronologically "after" colonialism. "Postcolonial," on the other hand, signals the persisting impact of colonization across time periods and geographical regions. 5. Ecological Approach-The ecological approach focuses on the perception and control of behaviours that occur naturally, that is, outside the laboratory. In particular, the ecological approach focuses on aspects of the animal and the environment that determine the success or failure of behaviours.
34 3.8 MODEL QUESTIONS SHORT QUESTIONS Name the people associate with the Comparative public administration group? Name the book written by Fred Riggs and its core contents? Which conference in 1968 changed the orientation of public administration towards comparative analysis? MEDIUM QUESTIONS Explain with suitable examples how the ecological approach began to change the domain of public administration? Explain prismatic society? Explain the terms Agraria and Industria? LONG QUESTIONS Write a brief note on what are the limitations of the Riggsian model of comparative public administration? Explain with examples the fused diffracted prismatic model? Public administration has come a long way since the second world war Justify this statement in light of the contribution of Fred Riggs. 3.9 REFERENCES Dahl Robert A. (1947) “The Science of Public Administration" USA: Blackwell Publishing. Easton David (1957) “An Approach to the Analysis of Political system" New York: Ardent Media Inc Heady, F. (1979).

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Washington: Publications of Institute for Government Research. UNIT 4 FERREL HEADY STRUCTURE 4.1 Learning objectives 4.2 Introduction 4.3 FerrelHeady's comparative perspective 4.4 Advantages of comparative public administration 4.5 Conclusion 4.6 Summary 4.7 Key words 4.8 Model questions 4.9 References 4.1. LEARNING OBJECTIVES After studying this Unit, one should be able to: ? Understand the importance of Ferrel Heady in the discipline of comparative public administration. ? Gain knowledge regarding the comparative public administration group that initialised the comparative public administration as a prominent subset of public administration 36 ? Analyse the various ways in which comparative public administration has expanded over the years and helped enrich the discipline of public administration as a whole ? Understand the various ways in which facets of who comparative public administration has transformed from the days of Ferrel Heady to the 21 st century. 4.2. INTRODUCTION The goal of the comparative public administration movement, not unlike that of public administration generally, is the development of a science of administration comprised of general propositions of universal applicability. Where the movement parts company with other approaches to the study of public administration is its choice of subject matter and methodology. It assumes that the science of public administration can only be based upon generalizations drawn from administrative behaviour and practices analysed in widely differing societies and cultures. Moreover, to approach the study of public administration from a broad perspective, the comparative administration movement has found it necessary to develop new methods and techniques of analysis

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In 1963, the Comparative Public Administration Group (CAG) was set up, as a committee of the American Society for Public Administration. It was funded from 1963 to 1970 by the Ford Foundation. Fred W. Riggs was the chairman of the group from its inception till the end of 1970. The CAG conducted a series of seminars on comparative administrative systems, focusing on theoretical as well as applied perspectives. It published more than one hundred monographs and brought out several edited anthologies on various themes. The group also sponsored many research studies in countries of Asia, Europe, Latin America, and Africa. Besides, it was instrumental in publishing a quarterly, 'Journal of Comparative Administration' through SAGE publishers; the journal was later re-named Administration and Society, which continues to be published. Among the scholars, who were pioneers in the Comparative Public Administration Movement were Ralph Braibanti, Milton Esman, Ferrel Heady, John Montgomery, Fred Riggs, William Siffin, and Dwight Waldo.

Though Ferrel was most widely recognized for his contributions to comparative public administration, he maintained a clear and coherent focus on public administration as a general area of theory, research, and scholarship, albeit one illumined by his comparative perspective. He also remained an engaged and reflective man who could not separate his intellectual interests from his personal life. This included insightful commentary on his experiences as president of the University of New Mexico during the tumultuous era of Vietnam War protests and the Watergate scandal. Ferrel Heady died on August 16, 2006, at his home in Albuquerque, New Mexico. Together with Fred Riggs, he is widely known and respected as one of the founders of comparative public administration. 4.3. FERREL HEADY'S COMPARATIVE PERSPECTIVE Despite his evident aptitude and ability as an academic administrator and colleague in professional associations, Ferrel Heady was first and foremost a scholar whose work habits and research were performed carefully and meticulously. Rereading the first chapter of his seminal contribution to the field, Public Administration: A Comparative Perspective, one is impressed by the breadth and depth of his knowledge of the works of his predecessors and contemporaries. This chapter is a tour de force on the development and status of the field and a must-read for all students of public administration, regardless of whether they are
37 comparative scholars. Ferrel firmly believed that all students in public administration should be knowledgeable about governments and governance in systems other than that of the United States. Without such comprehension, Ferrel believed, the ability to understand one's nation is limited. Thus, during his lifetime, he advocated "mainstreaming" the comparative perspective into all public administration curricula, and he wrote his classic work to enable such integration. Ferrel Heady was a broadly educated, well-trained, and skilful scholar whose home discipline was political science. To understand his contributions to the field, one must view his work as focused primarily on comparative public administration but firmly grounded within the discipline of political science. In this regard, Ferrel had much in common with his contemporaries, a group that included Fred Riggs, Dwight Waldo, Alfred Diamant, William Siffin, Lynton Caldwell, Gabriel Almond, Walter Sharp, and many other early contributors to our knowledge of comparative administration.

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The record of this ''golden era'' in comparative public administration is a continuation and expansion of what had already begun during the

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period. The sheer bulk and great diversity of the output generalizes hazardous. Nevertheless, it is possible to identify some characteristic features, which not only show what was accomplished but also foreshadow some of the predicaments faced later by the comparative administration movement. One obvious enduring influence can be traced to the large-scale post-war effort to export administrative know-how through unilateral and multilateral technical assistance programs. The CAG inherited the then favourable reputation and shared many of the attitudes associated with the public administration technical assistance efforts of the 1950s. Experts in public administration, not only from the United States but from numerous European countries as well, were scattered around the world, engaged in similar projects to export administrative technology, largely drawn from American experience to a multitude of developing countries. Looking back, one of these experts describes the scene as follows: The 1950s was a wonderful period. The ''American Dream'' was the ''World Dream'' – and the best and quickest way to bring that dream into reality was through the mechanism of public administration. The net result of all this enthusiastic action was that in the 1950s public administration was a magic term and public administration experts were magicians, of a sort. They were eagerly recruited by the United States aid-giving agencies and readily accepted most of the new nations, along with a lot of other experts as well. Another well-informed participant observer takes 1955 as the baseline year and describes it as ''a vintage year in a time of faith – faith in the developmental power of administrative tools devised in the West. It was a sanguine year in a time of hope – hope that public administration could lead countries toward modernization. It was a busy year in a brief age of charity – the not-unmixed charity of foreign assistance. 'Members of the CAG, many of whom had been or still were active participants in such programs, shared as a group most of the assumptions of the public administration experts, at least initially. Siffin has provided an accurate and perceptive analysis of the orientations, which marked this era, noting several major features. The first was a tool or technology orientation. The best developed and most widely exported of these processes were in the fields of personnel administration and budgeting and financial administration, but the list included administrative planning, records management, work simplification, tax and revenue administration, and at least the beginnings of computer 38 technology. Part of the tool orientation was a belief that

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use of the tools could be essentially divorced from the substance of the governmental policies, which they would be serving. Second, there was a structural orientation that placed great emphasis on the importance of appropriate organizational arrangements and assumed that organizational decisions could and should be based on rational considerations. For the most part, organizational forms then popular in the West were thought of as the most fitting, and organizations recommended for the developing countries usually emulated some model familiar to the expert at home. Underlying these administrative manifestations were certain value and contextual orientations that helped explain the specifics of technical assistance recommendations. The instrumental nature of administration was the core value, with related supportive concepts of efficiency, rationality, responsibility, effectiveness, and professionalism. Education and training projects, including the sending of thousands of individuals to developed countries and the establishment of about seventy institutes in developing countries, were designed to inculcate these values as well as transmit technical know-how in specific subjects. Probably most important of all, these normative elements, particularly the commitment to responsibility as a basic value, were in Siffin's words ''predicated upon a certain kind of socio-political context – the kind of context which is distinguished in its absence from nearly every developing country in the world.'' This context included economic, social, political, and intellectual aspects drawn mainly from U.S. experience and to some extent from other Western democratic systems. Politically, for example, these systems operated ''within reasonably stable political frameworks, with limited competition for resources and mandates. In this milieu, administrative technologies provided order more than integration. The political context of administration was generally predictable, supportive, and incrementally expansive.'' In this and other respects, Siffin concluded that ''the radical differences between the U.S. administrative context and various overseas situations were substantially ignored. 4.4.

ADVANTAGES OF COMPARATIVE PUBLIC ADMINISTRATION

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The positive influence and contribution of comparative public administration are summarized as follows: Scientific Study of Public Administration Robert Dahl in his well-known article entitled 'The Science of Public Administration: Three Problems' published in Public Administration Review, (1947) had observed that there cannot be a science of public administration without a comparative analysis. Even James Coleman, an eminent scholar of comparative politics, had observed "You cannot be scientific if you are not comparative." Through comparative analysis of administrative systems, new insights into the administrative reality in cross-national contexts are generated, which can be treated, as hypotheses to be tested empirically in order to draw generalizations that may apply to many or select groups of nations. Inter-disciplinary Orientation 39 Comparative public administrative studies have several concepts and methodologies from Political Science, Sociology, Economics, Anthropology, Psychology, and other disciplines. This has broadened and enriched the study of public administration to a greater extent. A good number of scholars from different disciplines have contributed to the development of comparative public administration. 3. Strengthening Ecological Orientation Traditional public administration was confined to the description of administrative structures prevailing in certain western countries like the U.S, Great Britain, and France. The environment of public administration was treated, as 'given'. There was no focus on this issue. Contemporary comparative public administration has boldly advocated for the adoption of an ecological approach to the study of administrative systems. This approach has made administrative analysis more realistic and dynamic. 4. Universalism Comparative studies in public administration have challenged parochialism in western studies. The non-western world has experienced and nurtured its own administrative reality that has been elaborated by a host of comparative scholars of whom many of them are western. The conceptual transformation of even the western administrative analysis can be attributed to the insights provided by comparative public administration. 5. More Rational Use of Foreign Assistance Comparative public administration studies have proved to be catalysts to the capacity building of nations receiving aid from international agencies and big powers. The utilization of such assistance has become more prudent, as a result of insights gained from the experiences of different nations. 6. Holistic Approach 'Grand' theories of comparative public administration, borrowed from Political Science, Sociology, and Anthropology may not have strengthened scientific analysis of administrative reality, yet they have expanded the vision of public administration by making its scholars and practitioners more aware of the need to look at administrative systems from a 'holistic' angle. This 'systemic' perspective has augmented the understanding of a variety of administrative systems and their subsystems. 7. Administrative Development Comparative studies of public administration have stressed improvements in the structures, processes, and behavioural patterns of public administrative systems in diverse settings. This approach has highlighted that the processes of socio-economic and even political development get speeded up through effective administrative practices. 8. Development Administration A related benefit of the study of comparative public administration has been in the emergence of the concept of 'development administration,' which has become a key strategy for holistic transformation of various societies. It is accepted widely that development administration is a goal-oriented and a change-oriented administration and is the 40 main engine of all round progress of a country. 4.5.

CONCLUSION

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The prospects for the comparative public administration movement were not as bright as they had once seemed to be. The period of massive technical assistance in public administration, which had helped launch the movement, was over. The CAG, which had been the organizing force during the years of greatest activity, had lost its separate identity, and the programs it initiated had been ended or cut back. As a source of action-oriented plans for dealing with problems of development administration, the movement had generally been judged disappointing. At any rate, whatever the impact, it had lessened.

As a pioneer of the ecological approach F. Riggs through his prismatic model explained the differences between various civilisations and their ways of public management was also an important part of the public administration discipline looking through the lens of comparative politics. His name is thus taken along with Heady as a theorist who not only popularised comparative administration but developed it further for future generations.

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Moreover, earlier optimistic expectations about the possibilities of transferring or inducing a change in developing societies had come into question, as many of these nations were suffering from increasing rather than decreasing problems of economic growth and political stability. As an academic or intellectual enterprise, comparative

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had moved from a position of innovation and vitality to a more defensive posture, reacting to charges that the promises of its youth had not been fulfilled and to advice from various quarters as to remedial measures. During the decades of the 1980s and 1990s, however, there has been a reassuring revival of activity in comparative public administration. The exuberance of the movement's youth has not been regained, but the field may have attained maturity – a stage of development bringing fewer drastic changes but presenting a new set of challenges and problems.

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Today's public administration functions in a different time and faces different challenges, requiring new concepts and methods. Realizing the massive influence of unfolding globalism, comparative public administration opens the door for effective adjustment and transition from traditional, ethnocentric perspectives to a wider scope that integrates knowledge from various places and cultures. There is no one way to get to the place where public administration ought to be.

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The students of public administration still study comparative public administration whenever any necessity arises. The meteoric rise of comparative public administration was due to the formation of Comparative Administration Group and financial help given by the Ford Foundation. Today, students of public administration do not display excessive interest in the subject. But sometimes they say that the administrative systems of different countries should be studied in a comparative way in order to have a full understanding of all aspects of the subject.

Comparative administration remains a potent weapon in the hands of administrators, theorists, technocrats, bureaucrats and policy makers to improvise their domains both intellectually and materialistically. The state remains the focal point of international power and without a proper administrative system running the state is like running a car blindfolded, doomed to destruction. There is an ample scope for governments to learn from each other's successes as well as failures and comparative political analysis creates that opportunity for study.
41 4.6. SUMMARY ? Ferrel Heady has been one of the most prominent comparative public administration theorists of the 20 th century. The corpus of his work as enlightened not only the discipline of public administration but public management as well. ? Through the CAG Heady and other theorists led a new approach to public administration and opened the sector for more nuanced, holistic and approach to studying newer dimensions of public administration. ? Heady has highlighted

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the co-existence of normative studies, empirical studies, ideographic studies, nomothetic studies, non-ecological studies, and ecological studies in the discipline of comparative public administration and this co-existence represents the nature of the discipline. ?

With major contributions from Riggs, Heady, Dahl and others today CPA is

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contributing to the science of public administration, re-enforcing the Inter-disciplinary and ecological orientation, calling for development administration. ?

With the advent of modern administrative development has positive influencing of

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the intellectual development of the discipline of public administration and has broadened its structure, processes, roles, and behaviour, as such. 4.7.

KEYWORDS 1. Incremental- of, relating to, being, or occurring in especially small amounts of change 2. Instrumental- serving as a crucial means, agent 3. Tool orientation- changing the direction or approach of solving a problem with the medium of equipment or policy 4. Ecological Approach- an approach that focuses on the primacy of the environment in public administration. 5. Comparative analysis- when two or more things are compared qualitatively or quantitatively to choose the best option towards problem resolution is called comparative analysis. 4.8 MODEL QUESTIONS SHORT QUESTIONS Mention the prominent members of the comparative public administration group (CAG)? What were the two incidents that affected the thoughts of Ferrel Heady at the University of New Mexico? Why

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thousands of individuals were sent to developed countries and the establishment of about seventy institutes in developing countries,

undertaken by the US government? MEDIUM QUESTION Write a short note on comparative public administration in the 21 st century? Mention any 2 prominent criticisms of a comparative approach to public administration? What are the supportive concepts of administration? Explain
42 LONG QUESTIONS Write a short note on the contributions of Ferrel Heady to the discipline of comparative public administration? Explain in detail about Comparative Public Administration Group? A comparative approach to public administration has expanded the domain of knowledge of public administration to newer areas- justify this statement? 4.9 REFERENCES

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UNIT 5 A CRITIQUE OF FERREL HEADY STRUCTURE 5.1 Learning objectives 5.2 Introduction 5.3 Riggs and Heady 5.4 FerrelHeady's comparative perspective 5.5 Conclusion 5.6 Summary 5.7 Key words 5.8 Model questions

43 5.9 References 5.1 LEARNING OBJECTIVES After studying this unit, one would be able to- ? Understand the life and contributions of Ferrel Heady to the area of comparative public administration. ? Explain the various approaches Ferrel Heady and Fred Riggs proposed to diversify the field of comparative politics ? Critically analyse the various structures that are important to study comparative public administration 5.2 INTRODUCTION Heady's work focused on the study of comparative public administration, which involves examining how public administration operates in different countries and contexts. He is known for developing a conceptual framework that identified three different types of administrative systems: the Anglo-Saxon model, the Germanic model, and the Napoleonic model. Heady also wrote extensively on topics such as bureaucracy, organizational theory, and public policy, and his work has had a significant impact on the field of public administration. He was a professor of political science at the University of Kansas for many years, and his contributions to the field continue to be studied and discussed by scholars today. Ferrel Heady served his country and his profession for over 65 years in the armed forces, as the political science faculty at several noted universities, as a university president, and as leader of several professional associations supporting public administration and public service (Public Administration Review 1994). After earning his PhD in political science from Washington University (St. Louis) in 1940, Ferrel Heady served in the US Navy during World War II. After the War, he taught political science at the University of Michigan (1946- 1966), where he also served as director of the Institute of Public Administration (1960-1966). He moved to the University of New Mexico in 1967, where he served as president from 1968 to 1975. From 1975-1981 he returned to the political science faculty, where he served as Professor Emeritus until he died in 2006. Despite his evident aptitude and ability as an academic administrator and colleague in professional associations, Ferrel Heady was first and foremost a scholar, whose work habits and work were performed carefully and meticulously. Rereading the first chapter of his seminal contribution to the field, Public Administration: A Comparative Perspective one is impressed by the breadth and depth of his knowledge of the works of his predecessors and contemporaries. This chapter is a tour de force on the development and status of the field and is a “must read” for all students of public administration, whether they are comparative scholars. Ferrel believed firmly that all students in public administration should be
44 knowledgeable about government and governance in systems other than the U.S. Without such comprehension Ferrel believed that the ability to understand one's own nation was limited. Thus, during his lifetime he continued to advocate "mainstreaming" the comparative perspective into all public administration curricula, and he wrote the classic work to promote such integration. Ferrel Heady’s contributions to public administration literature began in the 1940s with law review articles on administrative rule making (Public Administration Review 1994). Over the next 15 years, he continued with a steady stream of articles and monographs on state-level administrative reform, primarily published through the Institute of Public Administration and its predecessor organizations at the University of Michigan and the National Municipal League. Beginning in the late 1950s, his interests expanded into comparative public administration, inaugurating what most consider the primary focus of his career. For these efforts, he selected “bureaucracy” as an overarching variable common to public administration throughout the world and, hence, an appropriate focus for the study of public administration from a comparative perspective. His work in this period included articles in scholarly journals, contributed book chapters , an edited book and occasional papers published through

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the Comparative Administration Group (CAG) of the American Society for Public Administration..

It culminated with the publication of the treatise Public Administration: A Comparative Perspective, eventually rendered in six editions over 35 years. His comparative publications in this period also included several journal articles. While Ferrel Heady was most widely recognized for his contributions to comparative public administration, he maintained a clear and coherent focus on public administration as a general area of theory, research and scholarship, albeit one illuminated by his comparative perspective. He also remained an engaged and reflective man who could not separate his intellectual interests from his personal life. This included his insightful commentary on his experiences as president of the University of New Mexico during the tumultuous era of Vietnam War protests and Watergate scandal. 5.3 RIGGS AND HEADY Ferrel Heady and Fred W. Riggs are two prominent American political scientists who made significant contributions to the field of public administration. Both scholars were pioneers in the comparative study of public administration and emphasized the importance of context in understanding administrative systems. While their work had similarities, they had different perspectives and approaches to the study of public administration. Fred W. Riggs was a political scientist who made significant contributions to the field of comparative public administration. Riggs believed that administrative systems could not be fully understood without considering the broader social, cultural, economic, and political context in which they operate. He believed that administrative systems are shaped by cultural factors, which influence the behaviour of bureaucrats and the way in which they interact with citizens. Riggs was particularly interested in the relationship between administrative systems and development. He believed that administrative systems were critical to the development of countries and that understanding administrative systems was key to understanding why some countries developed while others did not. Riggs also argued that administrative systems in
45 developing countries were often characterized by "dualism," where traditional and modern systems coexist and compete. Riggs' most significant contribution to the field of public administration was his concept of "prismatic societies," which he developed in his book "Administration in Developing Countries." Riggs described prismatic societies as societies in which multiple social forces coexist and compete, resulting in a complex and dynamic environment. This concept has been widely used in the study of public administration in developing countries and has helped scholars understand the complex and diverse administrative systems in these countries. Ferrel Heady, on the other hand, was a political scientist who focused on the comparative study of administrative systems. Heady believed that a comparative study of administrative practices across countries could provide insights into how administrative systems functioned and what factors influenced their development. He identified three different types of administrative systems: the Anglo-Saxon model, the Germanic model, and the Napoleonic model. Heady's classification system helped scholars understand how different administrative traditions evolved in different countries. He highlighted the importance of cultural, social, economic, and political factors in shaping administrative systems. Heady's work also emphasized the importance of context in shaping administrative systems. He believed that administrative systems could not be fully understood without considering the broader social, cultural, economic, and political context in which they operate. One of Heady's most important contributions to the field of public administration was his conceptualization of the three models of administrative systems. He explained the Anglo- Saxon model to be characterized by individualism, with a focus on individual rights and freedoms, decentralized decision-making, and limited government. In contrast, the Germanic model is characterized by the rule of law, with a highly centralized administrative system focused on efficiency and effectiveness. The Napoleonic model, on the other hand, emphasized centralization with a highly hierarchical administrative system controlled by the central government. While Riggs and Heady had different perspectives on the study of public administration, their work had some similarities. Both scholars emphasized the importance of context in shaping administrative systems. They both believed that administrative systems could not be fully understood without considering the broader social, cultural, economic, and political context in which they operate. Riggs and Heady also shared an interest in the study of bureaucracy. Riggs was particularly interested in the behaviour of bureaucrats, and he believed that cultural factors played a significant role in shaping their behaviour. Heady, on the other hand, was interested in the structure and organization of bureaucracies and how they differed across countries. In conclusion, Fred W. Riggs and Ferrel Heady were two influential political scientists who made significant contributions to the field of public administration. Their work emphasized the importance of context in understanding administrative systems and helped scholars understand the complex and diverse administrative

46 5.4 FERREL HEADY'S COMPARATIVE PERSPECTIVE Ferrel Heady was one of the most influential scholars in the field of public administration during the mid-twentieth century. He is perhaps best known for his comparative perspective on public administration, which he developed during a time when there was increasing interest in studying the differences and similarities among administrative systems in different countries. Heady believed that studying public administration comparatively could help us understand how different administrative systems functioned and what factors influenced their development. He argued that the study of public administration should not be limited to the examination of administrative practices within a single country, but rather should be extended to a comparative study of administrative practices across countries. Heady's comparative perspective was based on the belief that administrative systems were shaped by a complex interplay of cultural, social, economic, and political factors. He argued that different countries had different administrative traditions, which were influenced by their histories, cultures, and political systems. One of Heady's most significant contributions to the study of comparative public administration was his identification of three different types of administrative systems: the Anglo-Saxon model, the Germanic model, and the Napoleonic model. The Anglo-Saxon model, according to Heady, was characterized by a strong tradition of individualism, which placed a high value on individual rights and freedoms. Administrative systems in countries such as the United States and the United Kingdom were said to reflect this tradition, with a focus on limited government, decentralized decision-making, and a strong emphasis on individual rights. The Germanic model, on the other hand, was characterized by a strong emphasis on the rule of law, with a highly centralized administrative system that placed a premium on efficiency and effectiveness. Countries such as Germany and the Netherlands were said to reflect this tradition, with a strong focus on hierarchical structures, bureaucratic procedures, and a commitment to achieving specific goals. Finally, the Napoleonic model was characterized by a strong emphasis on centralization, with a highly hierarchical administrative system that was tightly controlled by the central government. Countries such as France and Italy were said to reflect this tradition, with a strong focus on centralized decision-making, bureaucratic formalism, and a commitment to implementing government policies. Heady's comparative perspective on public administration also emphasized the importance of context in shaping administrative systems. He argued that administrative systems could not be fully understood without taking into account the broader social, cultural, economic, and political context in which they operated. For example, he argued that the differences in administrative systems between the United States and the United Kingdom could be explained by the fact that the United States had a stronger tradition of individualism, while the United Kingdom had a stronger tradition of collectivism. Similarly, he argued that the differences in administrative systems between Germany and France could be explained by the fact that Germany had a stronger tradition of bureaucratic efficiency, while France had a stronger tradition of centralized decision-making. 5.5 CONCLUSION In conclusion, Ferrel Heady's comparative perspective on public administration was a significant contribution to the field, as it helped to broaden the scope of the study of public 47 administration beyond the borders of individual countries. Heady's identification of three different types of administrative systems, along with his emphasis on the importance of context, helped to provide a framework for the comparative study of public administration that continues to be relevant today. 5.6 SUMMARY ? Ferrel Heady was a pioneering scholar in the field of comparative public administration, and his work helped to establish the comparative approach as a key method for studying public administration and governance. ? Heady's approach to comparative public administration emphasized the importance of cultural and historical context in shaping administrative systems, and he sought to develop a more nuanced and contextualized understanding of public administration across different countries and regions. ? Heady's seminal book "Public Administration: A Comparative Perspective" introduced a set of comparative analytical categories that helped researchers to identify and compare different dimensions of administrative systems, including the structure, function, culture, and performance of government organizations. ? Heady's comparative method has been influential in shaping

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the development of public administration as a field of study,

and has also had broader implications for the study of comparative politics, international relations, and development studies. ? Despite some criticisms of his approach, Heady's work remains highly regarded and continues to inspire new research on

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the comparative study of public administration and governance. 5.7 KEYWORDS 1. Comparative Public Administration - The study of public administration systems and

practices across different countries and regions, with a focus on identifying similarities and differences, and analysing the causes and consequences of these variations. 2. Administrative Culture - The values, beliefs, norms, and attitudes that shape the behaviour of individuals and organizations within public administration systems, and that influence the design and implementation of public policies and programs. 3. Contextualization - The process of understanding and interpreting social phenomena in their specific historical, cultural, and institutional contexts, rather than treating them as universal or abstract concepts. 4. Analytical Categories - Conceptual frameworks or sets of criteria used to identify and analyse different aspects of public administration systems, such as the structure, function, culture, and performance of government organizations. 5. Development Administration - A subfield of public administration that focuses on the challenges and opportunities of promoting economic, social, and political development in less developed countries, and that emphasizes the importance of context-specific approaches and participatory governance. 5.8 MODEL QUESTIONS SHORT QUESTIONS How did Heady define and approach the study of administrative culture? In which areas did Riggs and Heady differ? What is the Germanic model proposed by Heady?
48 MEDIUM QUESTIONS In what ways did FerrelHeady's approach to comparative public administration reflect broader intellectual trends and debates in the social sciences during the mid-20th century? What was FerrelHeady's main contribution to the field of comparative public administration? In what ways did Heady's work challenge traditional assumptions about public administration? LONG QUESTIONS What were Ferrel Heady's key ideas and contributions to the field of comparative public administration, and how have these ideas influenced the study of public administration today? How did Ferrel Heady's work challenge traditional assumptions about the study and practice of public administration, and what were some of the key debates and controversies sparked by his ideas? How did Ferrel Heady approach the study of administrative culture, and what were some of the key insights and findings he developed through his research in this area? 5.9 REFERENCES Heady, F. (1956). Public Administration and the Comparative Method. Public Administration Review, 16(2), 81-89. Heady, F. (1966). The Comparative Approach to Public Administration. In R. C. Macridis (Ed.), Modern Comparative Politics (pp. 582-603). Prentice-Hall.

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49 BLOCK: III PUBLIC CHOICE THEORY UNIT I BACKGROUND Structure 1.1Learning Objectives 1.2INTRODUCTION 1.3 WHAT IS PUBLIC CHOICE 1.4 BACKGROUND AND DEVELOPMENT 1.5BASIC PREMISES OF PUBLIC CHOICE THEORY 1.6 APPLYING ECONOMICS TO POLITICS AND GOVERNANCE 1.7 BASIC METHODOLOGY OF PUBLIC CHOICE THEORY 1.8 PUBLIC CHOICE CHALLENGE TO ORTODOX THINKING 1.9 PUBLIC CHOICE THEORY A PARADIGM SHIFT IN OUBLIC ADMINSTRATION 1.10 CONCLUSION 1.11 SUMMARY 1.12 GLOSSARY 1.13 MODEL
QUESTIONS 1.14 REFERENCES
50 1.1 LEARNING
OBJECTIVES

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After reading this unit, students will be able to ? Discuss the basic concept of public choice theory ? Explain the

origin and development of public choice theory 1.2 INTRODUCTION 'Public choice''public choice theory' is a relatively new science located at the interface between economics and politics was founded in 1948 by Duncan Black, who died in 1991 without ever achieving full recognition as the Founding Father of the discipline. It received widespread public attention in 1986, when James Buchanan, a leading architect was awarded the Nobel Prize in 'Economic Science' for his developmental of the contractual and constitutional base for the theory of economic and political decision making. It is James Buchanan only who is known as the father of the Public Choice Theory.Public Choice Theory is the use the methods and tools of economics to explore how politics and government works.

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It is the subset of positive political theory that studies self-interested agents like Voters, politicians and bureaucrats and their interactions

to the politics and governance.

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Public choice has roots in positive analysis but is often used for normative purposes in order to identify a problem or

suggests improvement in different aspects of governance and politics. The major proponents of public choice theory are James Buchanan, Gordon Tullock, Niskanen, Anthony Downs and Vincent Ostrom. This particular course designed to have detailed study of public choice theory and seek to explain the background, basic tenets, its contribution and limitations. Whereas, this particular unit mainly attempt to explain the origin and development of the modern public choice theory, visit the early writings, discuss the premise of the theory and an attempt to focus onadvent of public choice theory in the broad discipline of public administration.
51 1.3 What is Public Choice? Public Choice is

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the application of economics to the analysis of non-market decision- making

involving public goods, externalities and income distribution.

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Public choice takes the principles that economists use to analyse people's actions in the marketplace and applies them to people's actions in

politics and an
administration. Public choice as defined by Dennis Mueller is "

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the economic study of non-market decision making or simply application of economics to political science. The subject matter of Public Choice is same as that of political science: the theory of the state, voting rules, voter behaviour, party politics, the bureaucracy and so on. The methodology of Public Choice is

economics an inherently interdisciplinary field. As public choice is often referred to as a school of economics however'' (1979. The interesting fact of the theory is that it does not try to explain how the economy works. Rather, Public choice uses the methods and tools of economics to explore and understand how politics and government works. 1.4 BACKGROUND AND DEVELOPMENT 1.4.1 HISTORY OF PUBLIC CHOICE THEORY An early

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precursor of modern public choice theory was the work of

the two French mathematician J.C Borda(1781) and M.de Condorcet (1785). Condorcet considered the first person to discover the problem of cycling by using the simple majority rule where one can decide or choose among the alternatives in the decision making. The Codorcet work has raised some important questions which modern public choice is also concerned. Following the Borda and Condorcet, there comes Lewis Caroll wrote a series of pamphlets analysing the properties of voting procedures roughly a century after the work of Borda and Condorcet. Wicksell and John C. Calhoun also seen as forerunner of the public choice theory. Wicksell wrote the classic essay on Just Taxation and his normative inquiry regarding the economic justification of the
52 state.v John c. Calhoun writing on political economy anticipate the ''public choice revolution'' in modern economics and an administration. 1.4. 2 MODERN PUBLIC CHOICE THEORY The Scottish economist Duncan Black rediscovered Borda's and Condorcet's ideas again, and made them widely available to the English speaking world. Black's 1948 articles on the electoral problems that Borda and Condorcet posed make him arguably the ''founder of modern Public Choice''. Black's most important contribution to Public Choice theory is his famous ''Median Voter Theorem'' and rediscovered earlier work on voting theory. In 1951, the American economist (and later Nobel laureate) Kenneth Arrow made another major contribution with his Impossibility Theorem. His book

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Social Choice and Individual Values (1951) influenced formulation of the theory

of public choice and election theory. One of Arrow's students, Anthony Downs, also worked on the median-voter issue, buthe is best known for his 1957 application of rational choice theory across the workings of the political marketplace. Tremendous growth in the study of the Public Choice trace back to year 1962 and 1963 when James Buchanan introduced normative rules like Politics as Exchange, Economic Constitutionalism which were constitutive of the public choice. The Gordon Tullock co-authored book Calculus of consent with J.M Buchanan which made them leading scholar in the field. Not only that, Tullock's rent-seeking article has proved to be a hidden classic which made the public choice theory more empirical. Application of economics to the study of politics has taken to understand the social function of democracy by Joseph Schumpeter in book Capitalism, Socialism and Democracy. Following Tullock and Buchanan it is 1971, William Niskanen's study on Bureaucracy from the economic methodology became new area of study in the field of public choice. With Niskanen marked the end of first generation of Public Choice theorists. Frist generation theorists has mainly led the foundational stones to public choice theory and latter second generation and third generation theorist like McKelvey (1976) and Schofield (1978) William Riker's (1982) implemented the economic

53 methods in different direction. The scholar like Riker studied ''Populist Democracy'' through the lenses of the public choice. Taylor and Herman (1971) has measured the length of a government's life and related this length to various characteristics of the government. Person and Tabellini (2000, 2003) have developed and tested hypotheses about the effects of electoral rules on political outcomes such as the size and composition of state budgets, rent seeking and corruption. Their work uncovers significant differences between two- and multi-party systems, and between presidential and parliamentary systems. The field of public choice is now some sixty years old and it has become important theory in almost all three subject, political sciences, public administration and economics. it has brought the tremendous shift in the methodology of political and an administrative science. Important theoretical breakthroughs are fewer and farther between than during the field's first 25 years. If we see the much current research, it consists of extending existing theories in different directions, and of filling in the remaining empty interstices in the body of theory. Robert Tollison states that the ''Public Choice can now be said to be both an interdisciplinary and an international field of research.'' 1.5 THE BASIC PREMISE OF PUBLIC CHOICE THEORY: ? Its major concern is public investment and public expenditure decisions. ? Public choice assumes that people gets motivated by the 'self-interest'. Public choice theorist believes that the primary motive in people's action in the marketplace whether they are employers, employees, or consumers is mainly the concern for themselves. ? In short, the basic premise of the public choice is that every individual is driven by the self-interest and as a rational person, it focuses to increase its self-interest.

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When this premise applied to the role of the government and bureaucracy, Public choice theory makes an important

interference. ? JamesM Buchanan has pointed out that in this context that political theorists while examining the public policies made by the mere politicians, executives, bureaucrats they ignore the "open'' system of behavioural analysis mainly the role of self-interest,

54 imperfect information and the role of incentives in shaping politicians' choices. He further argues, if people takes incentive in market then it is possible people respond to the government incentive. ? In a welfare state also it is perfectly possible for a self-interested majority to exploit the minority by voting themselves public benefits. So, the major concern of the pubic choice theory lies to explore major aspect of politics and an administration by using the economic method. ? Market may fail to provide adequately in such areas does not necessarily mean that government can do things better, there is 'government failure' too. ? Political decision-making is not a dispassionate pursuit of the 'public interest', but can involve a struggle between different personal and group interests. There is no single 'public interest' anyway. We live in a world of value-pluralism: different people have different values and different interests. Competition between competing interests is inevitable. This makes it vital to study how such competing interests and demands are resolved by the political process. 1.6 APPLYING ECONOMICS TO POLITICS AND GOVERNANCE Public Choice is about applying these simple economic concepts to the study of how collective choices are made- applying them to such things as the design and workings of constitutions, election mechanisms, political parties, interest groups, lobbying, bureaucracy, parliaments, committees and other parts of the governmental system. ? public choice emphasis upon Political decision, the main concern of the theory to understand how individual makes political decisions. As per the public choice theorists, in collective political decisions, such as to raise the commercial taxes or build a new bridge or a road are just as economic as they too involve a choice between costs and benefits and it is not just financial costs and benefits, but, more broadly, between whatever has to be sacrificed and whatever is gained as a result ? Another important assumption of public choice theory is that, when someone makes an economic choice, they personally experience both the costs and benefits. However, in Public Choices, by contrast, the people who benefit are not always the who bear the cost. Butler has pointed out that, in market both the customer and seller have to give

55 consent before transaction, if either the buyer or seller doesn't agree to deal, they can simply walk away. However, in politics the minority cannot walk away, they are forced to accept the decision of the majority, and bear the sacrifices that collective choice demands. Now, that makes self-interested majority to exploit the minority, by voting themselves public benefits that impose financial or other burdens on other people. ? what makes crucial to study how such government decisions are made is for the fact that government can use coercion to force minorities to go along with the majority decisions. So, the public theorist uses the economic method to understand how government decisions are made, and public choice theory help us to understand this process, to identify problems such as the self-interest of particular group and the potential exploitation of coerced minorities and to propose the ways to deal with these shortcomings. 1.7 BASIC METHODOLOGY OF PUBLIC CHOICE THEORY 1. METHODOLOGICAL INDIVIDUALISM: The idea of the Methodological Individualism has been out forwarded by the Joseph Schumpeter. as it has been said "work in Public choice begins with the methodological Individualism". In the theory of the pubic choice, the individual stand for the basic unit of analysis and the public goods, service and the decision structure is the analytical variable. Individuals are assumed to be self-interested. The word "self-interest" is not equivalent to preferences which affect the decisions they make, and that those preferences may differ from individual to individual. Groups, organizations, or even societies, are also is the composition of these individuals, it is not different institutions. As other social science stream, talks of group decision making being different from individual

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decision- making, the public choice approach denies the legitimacy of decision making at the group level. 2.

RATIONAL CHOICE The second important element of public choice which is closely related to the first is the rational choice. According to the S. Sen, Rational Choice is merely the modern application of the attribute of 'measuring the pleasure plain calculus' that according to
56 the classical philosophers follow. It considers but one aspect of the human behaviour, namely decision making in specific environment. Individuals are assumed to be rational. Rationality is defined as the ability to rank all known alternatives available to the individual in a transitive manner. Individuals are assumed to adopt maximizing strategies. Maximization as a strategy implies the consistent choice of those alternatives which an individual think will provide the highest net benefit. Public choice theorist claim that even

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politics should not analysed from a 'public interest' perspective but, rather from an 'individual gain- maximizing' concept. Even the politicians, bureaucrats, and voters also act to

maximize the personal gains. Rational Choice theory attempts looks to individual decision making as the source of collective political outcomes and suggests that the individual function according to the logic of rational self-interest. Through the assumptions of rational self-interest, positive political theory postulates a specific motivational foundation for behaviour. 3. POLITICS AS EXCHANGE Public choice scholars argue that politics is as system of exchange. It considers the

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realisation of certain ends arises as a result of bargaining and exchange among individuals. However, the exchange takes place in the political sphere or public sphere rather than the market

place.

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Exchange takes place in political realm between various players to gain mutual benefits. 1.8

THE PUBLIC CHOICE CHALLENGE TO ORTHODOX THINKING Post-war 'welfare' scholars seek hard to measure the costs and benefits of policy proposals such as new roads or airports, and to identify how 'social welfare' might be increased and maximised by the right choices. They believed such work would inform and improve public decision making and those policy decisions would be made logically and rationally, by enlightened and impartial officials, pursuing the public interest. That in turn would make them far superior to market choices, driven as they were by self- interest and private profit.

57 Public choice theorist showed the dissatisfaction to the assumption and they pointed out that the people who make public decisions are, in fact, just as self-interested as anyone else. They are, after all, the same people; individuals do not suddenly become angels when they get a job in government. Public Choice does not necessarily argue that all action to influence government policy are self-interested. They further pointed out that we should not assume that people behave differently in the marketplace for goods and services from how they behave when influencing government decisions. It is prudent to assume that self-interest might motivate people. It was a great challenge for the orthodox thinkers when Buchanan, with his co-author Gordon Tullock, applied this 'economic' view of human beings systematically through the institutions of government – suggesting that legislators, officials and voters all use the political process to advance their private interests, just as they do in the marketplace. Even more fascinating was their conclusion that political decisions, far from being made efficiently and dispassionately in pursuit of the 'public interest', could well be less efficient, less rational and more vulnerable to manipulation by vested interests than the supposedly flawed market process. 1.9 PUBLIC CHOICE THEORY A PARADIGM SHIFT IN PUBLIC ADMINISTRATION The primary contribution of public choice theory in the field of public administration has been the fact that it has questioned the very basis of bureaucracy run governance. If we look back to the history of inception of public choice in public administration, it is the Vincent Ostromwho is the key promoter of theories in the public administration.

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The conceptual framework pivoting on bureaucratization theory they adopted at its inception as an academic discipline, led to a theoretical crisis and a practical dead-end. Vincent Ostrom offered an alternative: Public Choice.

He proposed that

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Public Choice should be in fact the foundational theoretical framework for Public Administration.

He further pointed out that ''

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the proper foundation of Public Administration is in Public Choice theory. The proper operational basis of Public Choice is Public Administration''(

p116)

58 policy and an institutional change that executes in modern is happen mainly through the Public Administration apparatus.

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Public Choice has profoundly and programmatically engaged the territory of an already established domain, the field and practice of Public Administration.

It has been said that, irrespective of the field and discipline when it comes to address the

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policy issues means dealing with the mechanisms and the processes of the modern administrative state.

A
large part of the reforms and policy implications emerging from the insights of the Public Choice research program are precisely about the institutional structure of the administrative state and its functioning at all of its different levels: from the lowest, the operational one, to the highest, constitutional

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choice. Public Administration is first and foremost about the building, maintaining and operating in real life structures and processes that function as preconditions the infrastructure and determinants of real-life public policies and their management. From the operation of the electoral system to the implementation of macroeconomic policies, from the monitoring and enforcement of constitutional rules to the regulatory framework of the market, the apparatus of Public Administration is vital. Ostrom pointed that Public Administration and Public Choice are connected intrinsically, they seem to be different facets of the same coin. In brief, Public Choice, whether one is aware of it or not, whether one likes it or not, is, when it comes to the applications, more about Public Administration than about anything else.

During the initial decades

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of Public Choice, the Bloomington scholars were the main promoters of the Public Choice

revolution in the field of Public Administration.

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In the ‘60s and ‘70s their work was in many respects defined by a systematic attempt not only to introduce Public Choice insights into the discipline dealing with the study of the administrative side of public affairs but, even more, to revolutionize this field, to incite a ‘‘paradigm shift’’ towards the Public Choice foundational principles. 1.10

CONCLUSION Public Choice theory made a powerful impact in the study of politics and an administration. It has led to some major rethinking of the very nature of elections, legislatures and

59 bureaucracies; and on whether the political process can claim to be in any way superior to the market process. Public choice theory in the study of political process, institutions, and public policies has brought a new insight in study of social science. Its basic assumption about the human nature and political decision making and study of it through the economic lenses has brought a challenge to all conservative and normative theories. Public choice did not emerge from some profoundly new insight, some new discovery, some social science miracle. The essential wisdom of the 18th century, of Adam Smith and classical political economy was lost through two centuries of intellectual folly. Public choice does little more than incorporate a rediscovery of this wisdom and its implications into economic analyses of modern politics. In this unit, the attempt has been made toexplain the basic concept of the public choice. Its history of origin and evolution from a small assumption to one of the most influential theory in political science and public administration. Its challenged to orthodox theories by applying this 'economic' view of human beings systematically through the institutions of government. the relationship of the public choice with the public administration and how the advent of the public choice approach has brought the theoretical shift in public administration. 1.11 SUMMARY ? Public Choice

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applies the methods of economics to the theory and practice of politics and government.

This approach has given us important insights into the nature of democratic decision-making. ? Collective decision-making is necessary in some areas. However, the fact that the market may fail to provide adequately in such areas does not necessarily mean that government can do things better ? Public Choice is about applying these simple economic concepts to the study of how collective choices are made- applying them to such things as the design and workings of constitutions, election mechanisms, political parties, interest groups, lobbying, bureaucracy, parliaments, committees and other parts of the governmental system. ?

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Public Choice has profoundly and programmatically engaged the territory of an already established domain, the field and practice of Public Administration. 60 1.12

GLOSSARY ? Externalities:A consequence of an industrial or commercial activity which affects other parties without this being reflected in market prices. ? Value- pluralism: the idea that there are several values which may be equally correct and fundamental and yet in conflict with each other. ? Paradigm: A set of theories that explain the way a particular subject is understood at a particular time. ? Macroeconomics: the branch of economics concerned with large-scale or general economic factors, such as interest rates and national productivity. 1.13 MODEL QUESTIONS 1.What is public choice? discuss in detail the application of economic in politics and an administration. 2. Discuss in detail the origin and development of public choice theory. 3. what are the major premise of public choice theory? explain basic methodology of the theory in brief. 4. Explain 'public choice theory a paradigm shifts in public administration'. Write Short notes on 1. Methodological Individualism 2. Politics as Exchange 3. Rational Choice 4. public choice as challenge to orthodox thinking 1.14 REFERENCES

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Pvt Ltd. Schneider, C. K. (2008). Readings in Public Choice and Constitutional Economy . Springer. UNIT 2 BASIC TENETS OF PUBLIC CHOICE THEORY Structure 2.1 Learning Objectives 2.2 INTRODUCTION 2.3 BASIC TENETS OF PUBLIC CHOICE THEORY 2.4 COLLECTIVE DECISION MAKING
62 2.5 GOVERNMENTAL FAILURE 2.6 VARIOUS SCHOOL OF THOUGHT 2.7 CONCLUSION 2.8 SUMMARY 2.9 GLOSSARY 2.10 MODEL

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QUESTIONS 2.11 REFERENCES 2.1 Learning Objectives After reading this unit, the student will be able to ? explain about the basic tenets of Public

choice theory ? clarify about the institution and mechanism of public choice theory ? elucidate the different school of public choice approach 2.2 INTRODUCTION In order to understand the theory, it is very important to have clear conception of the principle, methodological base and mechanism of particular theory. So, like other theories, public choice theory has its own analytical unit as the individual, public goods and public choice. The public choice theorist has made the various assumptions regarding the individual behaviour and they came up with methods which has become the foundational base of the theory. This unit consists of basic tenets of public choice theory where effort has been made to describe some principles and the methodology. Explain the institutions and the mechanisms of Public Choice theory and further attempt to discuss about the various school of approach within Public Choice tradition. 2.3 BASIC TENETS OF PUBLIC CHOICE THEORY Beginning with simple assumption that human behaviour in market is it same to that of in the government institution and process, the public choice developed. In order to
63 understand the theory, it is very important to have clear conception of the principle, methodological base and mechanism of particular theory.

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Public choice takes the same principles that economists use to analyse people's actions in the marketplace and applies them to people's actions in collective decision making

which are as follows, ? The individual is the basic unit of analysis. Further, Use of the individual as the common decision unit. They believe that there is no decision made by an aggregate whole. Rather, decisions are made by the combined choices of the individual. ? The second the conceptualization of public goods as the type of event associated with the output of public agencies. public choice theory is concerned with the effect that different decision rules or decision-making arrangements will have upon the production of those events conceptualized as public goods and services. Thus, the type of event characterized as public goods and services, and decision structures comprise the analytical variables in public choice theory. ? The individual confront certain opportunities and possibilities in the world of events and will pursue his relative advantage within the strategic opportunities afforded by different types of decision rules or decision-making arrangements. The consequences are evaluated by whether or not the outcome is consistent with the efficiency criterion which mark another unit of analysis. 2.4 COLLECTIVE DECISION MAKING Collective decision making rule helps in forming the government, deciding the goods to be provided in public sector and what taxes to be imposed. The public choice theorist has mainly written on the nature of collective choice. Mancur Oslon was the first to provide an insight into why collective group action is not likely to be very successful, specialy if the group size is large. As he pointed out tha in the case of public interest, if the group is larger then there is tendency of having small individual benefit and therefore the less people participates or volunteer in the group activity where it is needed to fulfil particular objective. Voting represents the collective decision activity and public choice theorist argues that in most of the democratic countries, special interest dominates the public interest and this is one of the major subject where public theorist has made detail study about majority voting, vote etc. which has explained below.

64 2.4.1 ELECTIONS '' It has been said that if you like laws or sausages, you should never watch either being made. The quip sums up a Public Choice scholar's view of elections'' (Butler,2012). The public choice theorist pointed out that the purpose of voting is to try somehow to translate the opinions of many individuals into one collective decision. But the decision that eventually emerges depends greatly on what particular electoral system is chosen. Moreover, every system has its own quirks – not just in terms of the mechanics of how it operates, but in terms of how it affects the way that voters and candidates behave. The political process is plainly not very pretty; and the final decision that emerges from it may be a much distorted reflection of what anyone actually want. 2.4.2 RATIONAL IGNORANCE The important underpinning of the Public Choice theory is the lack of incentives for voters to monitor government effectively. Anthony Downs in his book An Economic Theory of Democracy (1957) identify that ''the voter is ignorant of the political issues and that ignorance is rational.'' Even the result of an election is crucial. However, individual's vote rarely decides an election. The public choice theorist has mentioned that this kind of rational ignorance is not found in the market. Someone who buys a mobile phone typically wants to be well informed about the mobile he or she selects. That is because the mobile phone buyer's choice is final as She or he pays only for the one chosen. If the choice is wise, the buyer will benefit; if it is unwise, the buyer will suffer. However, voting lacks that kind of direct result. Therefore, most voters are largely ignorant about the positions of the people for whom they vote. According to the Downs, there is a lack of an adequate rational choice model of large elections with costly voting presents and giving the central place of voting within political economy has become an obvious problem. 2.4.3 THE VOTER THEOREM

65 ''Another point made originally by Duncan Black is that vote seeking parties will tend to bid for the middle ground – his median voter theorem (Butler,2010).'' He takes some simple issue such as how much we should spend on defence. Public Choice scholars call these one-dimensional issues, since people choices lie somewhere on a single scale, ranging between nothing and a great deal. For example, a few people will say we should spend nothing at all on defence, and a few will say we should spend much more than we do at present. But, like the shape of a bell, most people are likely to bunch around some point in the middle and that single scale preferences of people are termed as single picked. Not only are there more voters in the middle but if a party pitches its policy closer to where the voters bunch it is still likely to pick up those voters at one of the extremes. When question arise how to win election? as per the voter theorem, the rational vote- gathering strategy for an extreme party is therefore to move towards the centre, hoping that its more extreme followers will stay with it while simultaneously gathering up some of the large mass of moderate voters. Indeed, the nearer to the centre that any party moves, the more advantage it has over any that are farther out. The result, said Black, is that political parties converge on the centre of opinion, trying to position themselves close to the 'median voter'. This view has a great deal of truth in it: electors in countries such as the UK and the USA often complain that there is 'no difference' between the parties. But, nevertheless, this simple idea has been challenged, and indeed largely abandoned, in recent times for a variety of reasons. 2.5 GOVERNMENT FAILURE Market may fail to provide adequately in such areas does not necessarily mean that government can do things better, there is 'government failure' too. Buchanan (1962) argues that while democracy is best for promoting individual and market freedom, it may not necessarily be a very efficient system. The basic idea of democracy is that people vote for electing their representatives by secret ballot with the political party that wins the majority forming a government. Arrow's Impossibility theorem specify that there is no way to devise a collective decision making processes which satisfies every desires of collective decision makers. Every interest groups try to use the political process for their interest. So, every government hugely face the political pressure 66 specially the legislator, bureaucrats and executives because as per public choice theorist. The economic cost of favouring a particular interest group are usually higher than the benefit of the particular interest group making it socially undesirable. 2.5.1 LEGISLATURES Public choice theorists also examine the actions of legislators. The primary responsibility of the legislator is to pursue the ''Public Interest'' but the legislator is mostly paying attention to use the public resources for their interests.

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The incentives for good management in the public interest are weak.

In other words, Jane S Shaw has pointed out that '' legislators have the power to tax and to extract resources in other coercive ways, and because voters monitor their behaviour poorly, legislators behave in ways that are costly to citizens'' (Shaw,2002). One technique analysed by public choice is log rolling, or vote trading. LOGROLLING:Politics is a continual process, with a variety of different issues coming up over time – a state of affairs that gives wide scope for individuals and groups to gain from exchanging support between each other. Such kind of vote trading is known as logrolling, the concept was first started in USA. It says that the expression probably derives from the old practice of neighbours assisting each other to move felled timber, which is difficult to do alone. An agreement to exchange votes on separate legislative measures, for example in cases like – the need for better roads in its own locality, say. It makes a simple bargain with other such groups: you vote to improve our roads today, and we will vote to improve yours sometime soon is called explicit logrolling. It is common in democratic bodies, such as committees and legislatures, where votes are easily traded and – since both partners need to know that the other is delivering the bargain – easily observed. It does not work so well in secret ballots, or between large groups that cannot easily discipline their members. Another mechanism, implicit logrolling, is where the different groups bundle their various proposals into a package before they are voted on. So voters or legislators who feel very

67 strongly about one measure also end up voting for other people's measures too. This kind of vote trading is common when party election manifestos or legislative proposals are being put together. Implicit logrolling has many benefits for legislator. 2.5.2 RENT SEEKING Rents are here defined as returns in excess of opportunity cost engineered in a market economy through the regulatory intervention of government (Tollison, 1982, 1997, Rowley, Tollison and Tullock, 1988, as cited in Tollison,2008). the original insight came from Gordon Tullock in 1967. However, the phrase was coined by Anne Krueger some years later. In politics, rent seeking is the attempt by particular groups to persuade government to grant them sort of valuable monopolies or legal privileges. If their rent seeking is successful, such benefits could add up to a substantial transfer of wealth to these privileged groups from the general public. He pointed out that, the Consumers and taxpayers lose the financially as a result of the monopoly prices, and also lose in terms of reduced choice and lower quality that they have to endure. Tullock noted, all expensive lobbying activity is unproductive, and a pure loss to the economy. Rent seeking activity produces nothing of value to the community. All it does is determined which monopoly privileges will be granted to which interest groups. According to Tullock ''rent seeking groups would spend or in terms of the community as a whole, waste. Huge resources on trying to tilt law making in their own favour came as a real blow to the 'welfare economics'. He made it clear that, far from the public policy process being superior to the market, rent seeking massively distros public decisions. 2.5.3 BUREAUCRACY Another major subfield of public choice theory is the study of Bureaucracy Apart from the voters and politicians, public choice analyses the role of bureaucrats in government. Further disturbing feature of government is that public officials also have their own interests. The American economist William A. Niskanen tried to identify the interests and objectives of bureaucrats in a 1971 book, Bureaucracy and Representative

68 Government. He suggested that people in public agencies seek to maximise their budgets – which brings with it power, status, comfort, security and other benefits. They have the advantage over legislators in budget negotiations, he thought, because they know more about their agencies' functions than legislators do, as the latter are inevitably generalists. And once the politicians have committed to a policy, bureaucrats can crank up the implementation budget, knowing that the politicians will not want the public humiliation of abandoning the project. The result is a larger and less efficient bureaucracy than electors actually want. A 1971 article, by George Stigler, marked the arrival of the Chicago School and criticised bureaucracy from another point of view. In ''capture theory'' introduced by the late George Stigler concluded that Bureaucrats easily gets captured and starts working for social interest because they don't have definite profit goal to channelized their behaviour. They are usually there in government because they have some mission and goals and mostly rely upon the legislators for their budgets. Usually, the interest groups or leaders who have some benefits from their mission influence the legislature and increases their funds. So such interest group, lobbyists and industrialists becomes important to them and this lead to bureaucrats captured by the interest groups. 2.5.4 OTHER INSTITUTIONS Some of the public choice scholars has also brought the institution of democratic governance in a study. Scholars like Mark Crain, William Shughart and Robert Tollison has made study on the President or chief executive officer and the independent judiciary. They pointed out, that the occupants of these positions as self-interested people, who by exercising the power of veto bills, on the one hand and by ruling on the constitutionality of laws, on the other, add stability to democratic decision making processes and increase the durability of the favours granted to special interest groups and, hence the amounts the groups are willing to pay for them. Public Choice emphasised much about the Democratic theory also. They observed that social function of democracy has been fulfilled accidentally by the continuous struggle

69 for power between parties. just as the social function of markets is fulfilled incidentally by the competitive struggle for profits among firms. The scholars like Gordon Tullock and James Buchanan has also interpreted the advanced societies with liberal democratic constitution, and they draw much attention towards the dark site of the modern life in

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the welfare state. They claimed that the public sector has been suffering from inherent systemic failure in terms of policy-making and implementation. 2.6

VARIOUS SCHOOL OF THOUGHTS 2.6.1. Rochester School Rochester School was first led by the William H Riker, pioneer of the new method of positive political theory. Positive political theory, or rational choice theory, aim to build formal models of collective decision making processes frequently relying on the assumption of self-interested rational action. Rochester School mainly consists of political scientists and not economists. As the many practitioners belongs to this school are based in Rochester, it is mainly called the Rochester School of Public Choice. The objective of the Rochester School theorist is firstly, to make the positive statements about political phenomena or descriptive generalizations that can be subjected to empirical verification. The method of Positive political theory is basically to explain the political process scientifically that involves the use of the mathematical models, statistical analysis, game theory decision theory and the historical narratives and experiments. Secondly, Rational Choice theory attempts looks to individual decision making as the source of collective political outcomes and suggests that the individual function according to the logic of rational self-interest. Through the assumptions of rational self-interest, positive political theory postulates a specific motivational foundation for behaviour. Rochester School is the most technical work in public choice. The school basic ideas in relation to politics is that political studies are much effective from rational choice perspective then the public interest perspective.
70 2.6.2 CHICAGO SCHOOL The Chicago School, a very distinct school of the political economy has long been recognized by economists of all persuasions. According to the George J Stigler stated that '' the notion of the Chicago perspective on economics includes a self-conscious orientation towards politics and its study.''. The Chicago Pubic Choice economists are different from other Chicago economists in their topic of study. According to S. Sen, ''among the three prominent public choice schools in America, the Chicago stands out for its work in the field of regulation.'' The prominent Chicago Public School theorists are David Friedman, Robert Friedan and Robert Lucas. The most notable assumption in the Chicago view of politics has mainly expressed by the Stigler and Becker. They believe that political activity is motivated by the same forces as market behaviour and the condition under which political choices are made clearly encourages behaviour that is shaped by forces like ideas, values, norms or ideology. Another important standpoint of Chicago School which makes it different from other school of public choice is Stigler theory of 'regulatory capture' where he emphasised that

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those who are regulated by the state, themselves capture the regulatory process and earn benefits at the cost of consumers. 2.6.3

VIRGINIA SCHOOL The Virginia School, is the third important school of public choice. It is actually the school of economic thought originated in Universities of Virginia in the 1950s and 1960s basically focusing on public choice theory, constitutional economics, and law. It is normatively oriented in comparison to other schools. Virginia school uses the method of comparative analysis of alternative processes of decision making between the market and non- market institutional settings. The school in its methodology added the concept of politics- as- exchange to methodological individualism and rational choice in the analysis of political processes. The school analytically points out that the rational choice element of utility maximization is applicable in individual level but unsuited to

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broad social sense because the society is not an entity that

maximizes. So, it brought new unit of analysis known as the politics as an exchange processes in limelight. Their primary claim is

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the exchanges takes place in the political or public sphere rather than the market

and in

71 political scenario, exchange mainly occurs between various political actors to gain the mutual benefit. For example, Vote casting by people of particular place to particular candidate to win the election are an exchange for the service that party would offer to the people of that place when they come to power. Another claim of the proponent of the Virginia School is that in politics as exchange model, the focus should be more in process, rather than the outcome. 2.6.3.1 DIFFERENCE OF INDIVIDUAL CHOICE IN MARKET AND POLITICAL REALM The public choice theorist of the Virgnia School (one of the school of Public Choice Tradition) has mainly advocates the use of economic methods to the study of politics. They have argued that economic and political process are not the same. Buchanan has pointed out five such differences which are as follows: First, in the market, individual is all responsible for his choice whether the outcome be relevant for him or not. Whereas, in the political voting process, on the other hand, the individual choice does determine by the choice of all. Due to this reason, there comes the far greater degree of uncertainty in the political process, because individual lacks control over the final outcome. Second, In the market, each individuals feels that prices, total sales, the total amount on offer by sellers are all beyond his control. Market processes seem to this individual quite impersonal and not influenced by him. On the other hand, voters know that his voice will have a role in determining the final social outcome. There is a greater sense of social participation. Third, difference is that since decision- making through voting, unlike decision making in the market, is dependent on the choices of all, each individuals feels an absence of a sense of responsibility. Each individual may feel that even if he does not vote the social outcome will in any case be decided. Fourth, distinction is in the difference in the nature of the alternatives offered in the two environments. A consumer in the market can allocate, his budget among the range of alternatives. In the market, a combination of goods and services may be purchased. A
72 voter in politics, on the other hand, has to choose one candidate (alternative) to the exclusion of others. Fifth, difference between choice in the market and political arena is that each unit of money spent goes towards the purchase of good, nothing goes waste. But in the political sphere, a person may vote for a candidate who loses. 2.7 CONCLUSION The Public choice theory is very distinct in itself among all other theories of public administration. It has covered almost every aspect of the politics and an administration. the important contribution of the theory in the field of public administration is In this unit, attempt has been made to exposed the principle of public choice theory. suppositions of public choice approach such as methodological individualism, rational choice and the politics of exchange has introduced. The unit also explained the institutions of Elections, bureaucracies and legislature with the mechanistic concepts like logrolling, capture theory and rational ignorance. The unit also went through the different schools of thought on public choice. 2.8 SUMMARY ? The Methodological Individualism, Rational Choice and politics as exchange is the suppositions of public choice theory. ? The important underpinning of the Public Choice theory is the lack of incentives for voters to monitor government effectively. ? Most voters are largely ignorant about the positions of the people for whom they vote. ? rent seeking is the attempt by particular groups to persuade government to grant them sort of valuable monopolies or legal privileges ? Some of the public choice scholars has also brought the institution of democratic governance in a study. ? There are three school of thought under public choice tradition. ? Virginia School advocates difference of choices in market and political realm
73 2.9 GLOSSARY Welfare Economics: refers to the allocation of goods and resources for promoting social welfare Equilibrium: State of physical balance or balance due to the equal action of opposing forces Methodology: System of methods that used in a particular area of study or activity or a philosophical framework within which the research is conducted. 2.10 MODEL QUESTIONS 1. Write down the Principle of public choice theory. 2. Briefly explain the Institutions and mechanism of the public choice theory. 3. What are the key contribution of different school of thought? 4. Explain in brief the Virginian school of thought. Write short notes on 1. Methodological Individualism 2. Bureaucracy 3. log rolling 4. Chicago School 2.11REFERENCES Rowley, Charles K. (2008) Public Choice and Constitutional Political Economy Scaff. In Lawrence A and Ingram Helen M. (Ed). Politics, Policy & Public Choice: A critique & A Proposal: The University of Chicago Press. Jstor.
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An Introduction. In Lawrence A and Ingram Helen M. (Ed). Politics, Policy & Public Choice: A critique & A Proposal: The University of Chicago Press. Jstor. UNIT 3 CONTRIBUTIONS Structure 3.1 LEARNING OBJECTIVES 3.2 INTRODUCTION 3.3 MAJOR CONTIBUTION OF PUBLIC CHOICE THEORY 3.4 KUNT WICKSELL 3.5 GORDON TULLOCK 3.6 JAMES M BUCHANAN 3.7 ANTHONY DOWNS 3.8 WILLIAM NISKANEN 3.9 VINCENT OSTROM
75 3.10 CONCLUSION 3.11 SUMMARY 3.12 GLOSSARY 3.13 MODEL

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QUESTIONS 3.14 REFERENCES 3.1 LEARNING OBJECTIVES After reading this unit, students will be able to ? Discuss the contribution of public

choice
theory. ? understand the contributions of different public choice theorists ? Explain the concept of rent seeking concept of Gordon Tullock. ? Elucidate the normative of James Buchanan. ? Examine the work of the Anthony Downs. ? Describe the vies of Niskanen in Bureaucracy 3.2 INTRODUCTION The field of public choice is now some sixty years old and it has become important theory in almost all three subject, political sciences, public administration and economics. Public choice theory has tremendous contribution in the field of politics and administration. Its distinct approach, methodology and the mechanisms has brought new dimension in the study of political processs, institutions and public finance. Apart from that there are some scholars who have contributed to grow public choice theory as influential theory which as now to be said as the lineage of New Public Management and the Game Theory.

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76 3.3 CONTRIBUTIONS OF PUBLIC CHOICE THEORY Sugato Sen in his work 'Consent, Contribution and Contrasts: The Public Choice Perspective on the State'(2010)has pointed put the major contribution of the Public choice theory which are as follows: ? Public choice theory's major contribution pertinent to the area of public administration has been the fact that it has questioned the very basis of bureaucracy run governance. ? The principal contribution of public choice theorists overall has been, first, that they have largely managed to convince economists that it is futile to talk of economic policy, and public finance, without discussing politics. Economic policy is, after all, made by politicians. ? S. Sen pointed out that public choice theorists have mounted a spirited attack on several strands of economic theory and social philosophy; such as neoclassical economics, Pigovian welfare economics, Pigou Marshall type of public finance theory, and Benthamite utilitarianism. ? When discussing politics and the institutions that supply public goods, they have made a powerful case for 'politics-as-exchange', and the Constitutional-contractarian paradigm. They have contributed to voting theory, namely single-peaked preference, median voter hypothesis, vote-trading (logrolling), strategic and insincere voting, and so on. They have provided incisive analysis of supply of public goods that are not pure public goods, specifically 'club goods'. They have also broadened our understanding of collective action. ? He mentioned that public choice theorist has made a persuasive case for the possibility of government failure and shown that it is more widespread than was thought, and have given powerful insights into the theory of regulation and rent-seeking. ? The whole New Public Management approach and viewpoint is, moreover, heavily influenced by public choice theory and can indeed be said to trace its lineage to it. ? Finally, public choice theorists have provided insightful analysis of political business cycles— the relation between economic prosperity and depression and political events such as elections. Other social scientists such as Michal Kalecki had earlier provided related accounts.

77 SOME OF THE MAJOR PROPONENTS OF PUBLIC CHOICE THEORY AND THEIR CONTRIBUTIONS: 3.4 KNUT WICKSELL Knut Wicksell was the Swedish economist well known in the study of social science for his contribution to the theory of public finance which give impetus to the development of the welfare economics and public choice. Richard Musgrave and the James Buchanan who has done tremendous work in the socio-economic-political field call Knut Wicksell their intellectual father and not only that, they consider their work stands in the Wicksellian tradition. Wicksell has successfully written much in the public finance which said to be the foundation stone where later study of state, welfare, justice, decision making through the economic method in the realm of the politics and an administration carried forward. Some contributions of Wicksell are: ? Wicksellian approach rendered that the state is a participant within the economic process. Wicksell construes the state itself is a process or a framework of rules and procedures that governs the human relationships and all the fiscal phenomena of the state do not result from the optimizing choices of some intellectual political being, but rather emerge through interactions among participants within various fiscal and political processes and that those interactions are also shaped and constrained by a variety of conventions, institutions and organizational rules. ? In a Wicksellian approach the magnitude of the governmental activity is explained with the references to the same principle that are used to explain other features of economic activities within society. ? He was concerned for the injustice that emerged from the unregulated parliamentary assemblies, this majority rule was imposing cost on large segment of tax payers or citizens. He pointed out that, the network of the institutional relationships would make it possible for people their capacities as taxpayers, better to say their tax monies were directed as they wished and the Wicksell made an effort to describe such relationships because he believed, that the ability for people to direct their taxes would locate the government on the same boat as other economic participants.

78 ? He also assumed that if the parliament gets bound by the rule of unanimity, then its decision would conform closely to unanimity within the underlying population. 3.5 GORDON TULLOCK Gordon Tullock was born in Rockford, Illinois on February 16, 1922. He is one of the founders of the field of public choice. Tullock with James Buchanan formed the core of the Public Choice centre over its quarter century of existence. Gordon Tullock was both chief editor and chief referee of public choice over its first quarter century of its existence. James Buchanan has described Gordon Tullock as a natural economist, where natural is defined as having ''intrinsic talents that emerge independently of professional training, education, and experience''. A natural economist, therefore, ''is someone who more or less consciously thinks like an economist''. Here we focus on few of his seminal pieces that contributed greatly to the development of the public choice field. 1. "Problems of Majority Voting'' (Tullock 1959) a book written by the Tullock when he was post-doctoral fellow at the Thomas Jefferson Centre for Political Economy of the University of Virginia. Tullock argued that an individual will aim at equalizing marginal cost and utility of every consumed unit. Then he added that, this should be the same for voter's behaviour. He explains that in a democracy, the problem is ''majority is binding on the minority'' and it can result in a misallocation of the resources and to the creation of external costs, costs applied to people who don't receive any benefits from a voted decision. Tullock has also developed the idea of a necessary unanimity rule when he explained he felt very necessary for the member of the minority to get aware of the fact that they are paying taxes for something they don't benefit from and in order to pass bills, unanimity might be necessary. 2.Another important contribution made by Gordon Tullock is the 'rent seeking' concept. The idea of rent seeking was first led by the Gordon Tullock in 1967. However, the phrase was coined by Anne Krueger some years later. In politics, rent seeking is the attempt by particular groups to persuade government to grant them sort of valuable monopolies or legal privileges According to Tullock ''rent seeking groups would spend or in terms of
79 the community as a whole, waste. Huge resources on trying to tilt law making in their own favour came as a real blow to the 'welfare economics'.'' He made it clear that, far from the public policy process being superior to the market, rent seeking massively distros public decisions. 3.6 JAMES M BUCHANAN James M. Buchanan was an American economist and architect of the public choice theory. Buchanan had extensive interests, and as an academic, he found ways to contribute to several disciplines. As we know, that James Buchanan with Gordon Tullock formed the public choice society. He was a highly prolific writer, being the author of some 20 books and many articles. The most important book which has become the methodological base of the theory of public choice is The Calculus of Consent; Logical Foundation of Constitutional Democracy (1962) which has written by Buchanan with Gordon Tullock.

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Buchanan's insights into human nature and political outcome provide an understanding of the perks that motivate political actors and allow more accurate predictions of political

decisions. In 1986, Buchanan was awarded the Noble Prize in economics for ''his development of the contractual and constitutional bases for the theory of economic and political decision making. He was highly influenced by the Wicksell, for him, Wicksell is the "primary precursor of the of modern public choice theory'' Some of the ideas and work of James Buchanan which has contributed in the public choice theory are as follows: ? Buchanan argues that basically economists while examining the market used "closed" system in which they see the individual are motivated by self-interest, respond to incentives and struggle with imperfect information. While examining the public policies made by the mere politicians, executives, bureaucrats they ignore the "open'' system of behavioural analysis mainly the role of self-interest, imperfect information and the role of incentives in shaping politicians' choices. According to Buchanan "open system, greatly restrict the usefulness that economic theory might have in policy discussion''. He then came up with the queries that i) what kind of method of analysis should it be, if we applied the assumption we made about commercial action to political action? ii) his major concern was if the people respond to incentive in markets then why not assume

80 they respond to incentive in government. Iii) Another observation was people are self- interested when they are buying and selling. Why not assume they are self-interested when they are voting and making policy? He tried to understand and solve queries with this approach where he took the method of economics in the study of politics and which came to be known as Public choice theory or James Buchanan calls it "politics without romance" and suggests that "public choice theory has become the avenue through which a romantic and illusory set of notions about the workings of governments" has been replaced with more realistic notions.'' So, the Buchanan argues the individual in politics irrespective of their role for e.g. voter, politicians, bureaucrats, lobbyist, everyone makes decision which can address some of their interest. His insistence on analysing politics in terms of self-interest, limited information, and transactions reject socio political elites' pretensions. His whole work mainly analyses how ordinary and imperfect people act politically. BUCHANAN'S NORMATIVE RULES According to S. Sen, following the Wicklesian decision principle, Buchanan has derived two normative rules which are in his view,

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constitutive of the public choice approach: (a) politics as exchange and (b) economic constitutionalism or contractarianism as the basis of public policy making.'' ? POLITICS AS EXCHANGE:

Politics as Exchange Politics, public choice scholars argue, is a system of exchange. Buchanan contrasted this to the idea of politics as a "common search for the good, the true, and the beautiful''(1987), where those ideals have an objective definition or truth value distinct from any participating individuals' values. In this, he followed Knut Wicksell, adopting his idea that what separates markets and politics is not what people choose, but the structure of the institutions that shape the pursuit of their preferences; in politics as in markets, people pursue their interests, which are privately defined, even if the individual chooses to define them as public interests. To achieve these goals, individuals engage in exchange. Politicians trade policies for votes. For example, legislators trade votes among each other for support for their bills, and "individuals exchange agreed-on shares in contributions toward the costs of that which is commonly desired, from the services of the local fire station to that of the judge." As in the market, these exchanges should
81 create mutual gains as "two or more individuals find it mutually advantageous to join forces to accomplish certain common purposes." In Buchanan's view, people even trade consent to coercion in exchange for the benefits they perceive from a political order. ? ECONOMIC CONSTITUTIONALISM: The second normative principle is a mechanism for an expression of political criticism. As Buchanan

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states that '' Existing constitutions or structures or rules, are the subject of critical scrutiny." Which actually means the provisions given in the constitution are subject to critical review.

James Buchanan argued that "the political economist who seeks to offer normative advice, must of, necessity, concentrate on the process of structure within which political decisions are observed to be made.'' 3.7 ANTHONY DOWNS Anthony Downs' an Economic Theory of Democracy (1957) is one of the founding books of the Public Choice movement, and one of the most influential social science books of the twentieth century. Downs' book introduced seminal ideas, such as a cost-benefit calculation of political participation, a spatial model of party competition, knowledge about public affairs as a by-product of other more directly instrumental activities, and concepts such as rational ignorance and cue-taking behaviour. He has written extensively in areas of public policy such as housing policy, transportation policy, and urban development, and on the politics of bureaucracy. In an economic theory of democracy (1957), an early work in rational choice theory, Anthony Downs claimed that significant elements of political life could be explained in terms of voter self-interest. Downs argued that in democracies the most voters possess moderate opinion. Seminal works of Downs are as follows: ? Down's concept of 'Paradox of not voting' has been highly appreciated by the rational choice theorists. Where he argues that in election of large democracy, the individual vote value and its effect in the election outcome has become comparatively small. He

82 pointed out that the voter is largely ignorant of political issues and that this ignorance is rational. Even the result of an election is crucial. However, individual's vote rarely decides an election. Downs states "it requires time and effort to collect the information necessary to make a reasoned choice among available alternatives, an opportunity-cost perspective on voting suggests that few voters should bother" (PG 92). Thus, the direct impact of the well informed vote is almost nil, voter doesn't have any chance to determine outcome of the election. ? According to the Downs, there is a lack of an adequate rational choice model of large elections with costly voting presents and giving the central place of voting within political economy has become an obvious problem. ? Another important contribution of an Economic Theory of Democracy is on the role of information. Downs regarded as a founding figure in " Information Economics." Downs' approach to political information emphasizes the need to take into account whether new information can be expected to make a difference in the choice we make about which candidate/party to support or about whether to vote to counteract this expectation of rational ignorance, Downs points out that information useful to political choice may be gained at a relatively low cost as a "by-product" of other activities. ? Downs most important contribution in PCA is related to the bureaucratic behaviour. Downs in his book 'Inside Bureaucracy' has specify that decision making in the bureaucracy mainly get influenced by the self-interest. Though, the interest differs from person to person. Its not same for every bureaucrat of every level, different officials motivate by different things such as power, money, prestige, income, loyalty and security. 3.8 WILLIAM NISKANEN Niskanens' work was the first systematic effort to study the

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bureaucracy within the public choice framework. Niskanen in his book Bureaucracy and Representative Government (1971) argues that those who work in

the bureaucracy seeks

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to maximize their budget and the size of the bureau. He contends that only by increasing the budget that they can maximize their self-interest.

The basic ideas of Niskanen which has contributed in the study of Public Choice theory are as follows:
83 ? In terms, of what bureaucrats actually do pursue, Niskanen suggested, that budget maximisation provided a fair measure. It is an approximation to the objective of profit in the market context. And it provides a simple proxy for all the other things that go with a large and growing budget – such as job security, promotion prospects, salary increases and so on. ? According to Niskanen, business people are exposed to the scrutiny of well-informed customers and analysts, but bureaucrats are not. The fact that bureaucrats are far more knowledgeable about their own particular area than the average politician means that politicians cannot effectively control the bureaucracy. And this monopoly of inside knowledge about their own function enables them to use the 'bundling' strategy to protect their empires: by being opaque about which parts of their function could be scaled back or prised off, they present politicians with a single package which the politicians have to take or leave. ? To counteract the evils of bureaucratic monopoly and the bureaucratic tendency to increase salary, power and prestige, Niskanen's prescription is the following: (a) Stricter control on bureaucrats through the executive or the legislature. (b)

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More competition in the delivery of public services. (c)Privatization or contracting out to reduce wastage. (d) Dissemination of more information for public benefit about the availability of alternatives to public services offered on a competitive basis, and at competitive costs. 3.9

VINCENT OSTROM

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Vincent Ostrom's role as a pivotal figure both as a participant in the initial Public Choice conferences, when Public Choice hadn't settled yet on an official name, and as its key promoter of the theory's use in Public Administration, has also been recognized and reemphasized in a recent article published in Public Administration Review, the flagship journal of the field, by Theo Toonen, a leading Public Administration scholar of the current generation.

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The role Ostroms played at the interface between Public Administration and Public Choice theory is very well captured in Public Choice Theory in Public Administration: An annotated Bibliography by Nicholas Lovrich and Max Neiman, 84 published in 1984, with a foreword by Robert Golembiewski. Some the

concepts of Vincent Ostrom which has contributed in the study of public choice theory are ? Vincent Ostrom is the second generation thinker of public choice tradition.

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He mainly advocates for the replacement of the traditional doctrine of 'bureaucratic administration' by the concept of 'democratic administration'. He argues that people should have the power to decide and their demands should be the priority. He further, states that '' bureaucratic structures ae necessary, but not sufficient structures for a productive and responsive public service economy''. In addition, he argues that the best structures for satisfying individual preferences are not centralised bureaucratic agencies but rather more fragmented multi organisational arrangements. ?

Ostrom sought a way out of the prevailing public choice pessimism by looking at how collective decision making might be improved by splitting up the process between different centres. He argues that 'polycentric' decision making improves the quality and stability of collective choices, and is better tuned to the inherent diversity of the population. He further observes the

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decentralisation creates diversity and offers more opportunity for citizen's choice. He further

proposes d bureaucratisation

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of all administrative units and states that decentralisation and democracy enhance participation at the work place and grass root level empowerment of the people. 3.10

CONCLUSION All this public choice theorist has contributed their writings in the study of political process, bureaucracy, voluntary exchange, decentralization, voting and governance. The second generation and also the third generation theorist has implemented the methodology of the public choice in the study of other different aspects of politics. Third-generation scholars have taken Public Choice into interesting new avenues. Robert D. Tollison, for example, has shown how the rise of parliament in the late medieval age led to the decline in monopolies because it now required a majority in the legislature, not just the consent of the monarch, to create them. The pioneers of modern public choice theory were all either British or American and was mainly focused on the workings of two party majority system. But Public Choice has grown international, and now looks much more to the multi-party systems and diverse voting rules that prevails in many other places.

85 This unit has mainly attempt to cover the major contribution of public choice theory. Apart from that shed some lights on the work and contribution of different theorist. It has addressed the important concept like 'Politics as exchange' of Buchanan, Gordon Tullock's 'rent seeking', 'paradox of not voting' of Anthony Downs and others. 3.11 SUMMARY ? Buchanan considers Wicksell as primary precursor of the of modern public choice theory. ? In politics, rent seeking is the attempt by particular groups to persuade government to grant them sort of valuable monopolies or legal privileges. ? James Buchanan with Gordon Tullock formed the public choice society ? Niskanens' work was the first systematic effort to study the bureaucracy within the public choice framework. ? Vincent

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advocates for the replacement of the traditional doctrine of 'bureaucratic administration' by the concept of 'democratic administration'. 3.12

GLOSSARY ? Polycentric: Having more than one centre is polycentric. ? Monopoly: an organization or group that has complete control of something, especially an area of business, so that other have no share. ? Contractarianism: Any of various theories that justify moral principles or political arrangement by appealing to a social contract that is voluntarily committed to under ideal conditions for such commitment. Also called contractarianism.
86 ? Benthamite Utilitarianism : Utilitarianism is a family of normative ethical theories that prescribe actions that maximize happiness and well-being for all affected individuals. Benthamite is relate to philosophical system of utilitarianism proposed by Jeremy Bentham. 3.13 MODEL QUESTIONS 1.Write down the contribution Gordon Tullock and James Buchanan. 2. Discuss the major contribution of public choice theory 3.What are the major contribution of Anthony Downs? 4.Write the note on the views of second generation theorist William Niskanen and Vincent Ostrom. Write short notes on: 1.Contribution of Wicksell 2. 'Rent Seeking' 3. Buchanan's normative rule 4. Anthony Downs view on Bureaucracy 5. paradox of not voting 6. Vincent Ostrom 3.14 REFERENCES

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Sen. S (2010). Consent, Constitutions and Contrast; Public Choice Perspective on the state. In Dhameja, A Contemporary Debate in Public Administration. New Delhi,

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87 Rowley and Friedrich (2008)Readings in Public Choice and Constitutional Political Economy: Springer Science Business Media, LLC. Muller, D. (1979). Public Choice, Cambridge, Cambridge University Press. Mitchell, William.C.(1989). Chicago Political Economy: A Public Choice Perspective. Springer. Retrieved from. https://www.jstor.org/stable /30025197 Atkinson, Anthony. (1987) B. James M. Buchanan Contributions to Economics. Wiley. Retrieved from. http://www.jstor.org/stable/3440481 Mueller Dennis.C.(2012) Gordon Tullock and Public Choice. Springer. Retrieved from. http://www.jstor.org/stable/41483751 Unit 4 LIMITATIONS CONTENTS Structure 4.1 LEARNING OBJECTIVES 4.2 INTRODUCTION 4.3 A QUESTION OF SELF INTEREST 4.4 OTHER CRITICAL VIEWS 4.5 CRITICS AND PUBLIC CHOICE RESPONSE 4.6 CURRENT AND FUTURE HORIZON 4.7 GAME THEORY 4.8 CONCLUSION 4.9 SUMMARY 4.10 GLOSSARY 88 4.11 MODEL QUESTIONS 4.1 LEARNING
OBJECTIVES

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After reading this unit, students will be able to ? Describe the limitations of public

choice

theory ? Explain the Wright views against public choice theory ? Analyse opinion of different critics ? Relate the relevance of public choice theory 4.2 INTRODUCTION There were growing popularity of the public choice theory in the last decades or two. relatively 1970s marked the increased public concern for greater economic productivity, the increasingly technical bias of economic research. Public choice theory has a tremendous contribution in the field of politics, governance and administration. According to S. Sen, ''when discussing politics and the institutions that supply goods, they have made a powerful case for 'politics-as – exchange', and the constitutional-contractarian paradigm. They have contributed to voting theory, namely single- peaked preference, median voter hypothesis, vote trading (log rolling). They have incisive analysis of supply of public goods, specifically 'club goods'(Sen,2010). They have also broadened our understanding of collective action. 'The public choice school has been successful in pointing out that there are alternatives available for the delivery of services to the citizens. Even though the weight of the contribution is much heavier but like other theories, public choice theory has been subjected to severe criticism. . 4.3 A QUESTION OF SELF INTEREST The public choice theorist assumes, that in the private marketplace people are motivated mainly by self-interest. They make the assumption that people acting in the political marketplace, most notably the view of all legislators, bureaucrats and voters as purely self-interested, and a strong preference for
89 and belief in the market rather than social planning. However, the critic Michael D Wright, in his article 'A Critique of the Public Choice Theory Case for Privatization: Rhetoric and Reality,1993 has pointed out that public choice theory as a justification for privatization is problematic and as per Wright, it is problematic in three distinct ways which are as follows: First, He argues that, the use of the self-interest preference model of market behaviour in the political realm is integral to public choice theory, but it has no necessary prevalence over any other model. The model has not been proven as empirically correct. In fact, there is much evidence to suggest that it is incorrect. Second, Wright claims that, the assumption that voters will also vote according to individual, rather than collective interests, remains a point of contention and has also not been empirically proven. Third, the assertion that the private firm is more efficient than the public enterprise is not at all clear. The three critical view of Wright has explained below: 4.3.1. A PUBLIC SECTOR MODEL BASED ON SELF INTEREST • According to the Wright, "the assumption that the self-interest model of behaviour employed in the market is also appropriate in analysing individual preferences in the public sector can be challenged. Whereas, most of those who defend the public interest model agree that it is as much a goal as it is an analysis, public choice theory is not willing to acknowledge similar limitations. He argues that the view of human nature on which public choice theory is based is that the individual is an "egoistic, rational, utility maximize" in both the economic and political. Even though it is acknowledged by some theorists, such as James Buchanan, that the use of the homo economicus (the wealth-maximizing egoist) construction is not appropriate for the empirical exercise of predicting the likely outcomes of political interactions, the model is still the apparently scientific basis for public choice theory. It is also admitted by Buchanan that though self-interest is not the sole motive of politicians and bureaucrats, and may not be as relevant in politics as in the market, it is still believed to be "a significant motive." • The second and modified view of Buchanan, that self-interest is a significant, but not the only component of human nature, suffers from an inability to explain the theorizing that follows this admission. Put simply, if self-interest is not the only aspect of human nature that is important to understanding the public sector, then it seems curious to base a theory of politics solely on the economic model. • The most important feature to the public choice model is that legislators are self-interested because they are fixated with re-election. wright contradicts the argument that elections are

90 less competitive and that incumbents are ready to re-elected. He pointed out that ''the difficulty that public choice theory has in responding to these different trends is that it attempts to predict legislative behaviour, rather than understand the thinking processes of legislators, bureaucrats, and voters. The theory is committed to focussing on predictions of individual legislator behaviour, rather than interpretations.'' • The public choice fails to shed any light on motivations other than self-interest, and as such deprives attempts to develop more democratic and responsive institutions in response institutions in response to these other motivations. Rather than confronting the problems within bureaucracy at an institutional level, public choice theorists advocate the privatization of government-owned enterprises based on their analysis of individuals. In short, wright specify that only the market can properly respond to the self-interested individual. When this view of individuals is made less clear, then it cannot be assumed that the individuals involved in managing state enterprises must be engaged in behaviours that are contrary to the public interest. 4.3.2 THE VOTER MODEL Election is the primary institution of study for public choice theorist are also been the subject of severe criticism. The narrow voter self-interest model suggested by public choice theorists has also been questioned by recent research. There are two basic points here. First, though the connection between the overall economic conditions of society and electoral results remains apparent, the effect of voters' individual economic circumstances on voting behaviour (the concern of public choice) does not appear to correspond in a similar manner. Second, since Public Choice theorist apparently refutes the rational, self-interest model as applied to voters, the response has been that voters can afford to vote according to their ideology because it costs them almost nothing to do so, public theorist argues, since one's vote will almost certainly make no difference to the outcome of an election, whereas in the market setting it is more costly to base decisions on noneconomic factors such as personal ideology because real economic interests are at stake. The above public choice statement has been condemned by the alternative argument The difficulty with the public choice explanation is that it still does not explain why - if one's vote is essentially meaningless would any economically rational person vote. As it has pointed out that, voting can cost money in time away from work and it can be inconvenient, yet the propensity to vote increases the
91 more education a voter has, and voters with more education are more likely to aware of the argument that voting is not rational. The economic response to this is that voters must have a taste for voting for which they are willing to pay in order to satisfy." This kind of behaviour is still considered to be rational by the public choice theorists because in the extremely remote case that one's favoured candidate lost by one vote and one did not vote, one would feel such deep regret that the cost of voting is a reasonable price to pay to avoid this scenario. But this kind of argument undermines the core of the public choice position on voting elaborated by Lee, which is that voters can afford to take positions that are not economically rational because to do so costs them almost nothing. 4.3.3. EFFICIENCY IN PRIVATE AND PUBLIC ENTERPRISE In area of the goods and services which is the another primary unit of the public choice theory. the Public choice theory claims that at the state should be exempt from efficiency concerns in areas of provision and delivery of goods and services where there are particular social concerns. The Public choice suggests that though the public sector may be important in ascertaining the appropriate level of demand, the private sector is more efficient in providing goods and services to meet this demand. There are two themes which guide the discussion in this section. First, there may be important social reasons why private market provision is not appropriate in certain areas because of certain values or social goals we wish the state to represent. Second, the empirical evidence relating to whether efficiency is greater in public or private firms is much more complex than public choice theorists acknowledge. The Both of these points has been evaluated, as well as the fact that public choice theory concentrates much more on the public-private distinction than on questions of competition, a concentration which seems to be problematic for the public choice analysis. 4.4 OTHER CRITICAL VIEWS • First, according to the S. Sen, ''The Public Choice school has been successful in pointing out that there are alternatives available for the delivery of services to the citizens. The role of 'market' as a competing paradigm has challenged the hegemonic position of the state. Also, the power of bureaucracy has been similarly challenged, opening up possibilities of non- bureaucratic citizen-friendly organizational options. It is not however a state versus market debate, as it is often made out to be.

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The real issue is now to make the state more 92 democratic and citizen-friendly, and not to relegate it to the background altogether and install the new God of 'market' in its place (

Sen, 2010). • Steven Pressman (economist) offers a critique of the public choice approach, arguing that public choice actually fails to explain political behaviour in a number of central areas including politicians' behaviour as well as voting behaviour. He pointed out that in the case of politicians' behaviour, the public choice assumption that a politician's utility function is driven by greater political and economic power cannot account for various political phenomena. (Pressman,2004). • Second, again, it pointed out, in different countries, there are different situations and their method to check governmental overgrowth may not be of universal relevance. For instance, public choice method is not compliant in the state-led 'development' activities in the Third World. •

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The 'public' which the Public choice seeks to cater to are not always the elite or the middle class and needs of the low income group with poor purchasing power can never be met by the market. Lacking a philosophical or ethical foundation, the

public choice theory is neither socially inclusive nor offers an integrating view of the economy and policy. • As for critiques concerning voter behaviour, it is argued that public choice is unable to explain why people vote due to limitations in rational choice theory. For example, from the viewpoint of rational choice theory, the expected gains of voting depend on (1) the benefit to the individual if their candidate wins, and (2) the probability that the individual's vote will determine the election's outcome. However, even in a tight election the probability that an individual's vote makes the difference is estimated to be effectively zero. Aldrich, suggest that even if an individual expects gains from their candidate's success, the expected gains from voting would also logically be near zero. When this is considered in combination with the multiple recognized costs of voting such as the opportunity cost of foregone wages, transportation costs, and more, the self-interested individual is, therefore, unlikely to vote at all (at least theoretically)(Adrich,1993). • Fourth, the public choice writer mainly rejects public interest and the welfare state however, it has observed that the development of human institution in history has been toward these concepts. The concept of people's welfare still exists in the societies. • According to the Herbert Simon, 'the major motivational premise of public choice, individual self-interest is false' 'Human beings not only makes

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decisions in terms of individual self- 93 interest, but in terms of the perceived interests of the groups, families, organizations, ethnic groups and national states with which they identify and to whom they are loyal'. 4.5

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CRITICS AND PUBLIC CHOICE RESPONSE . • According to some interpretations of public choice theory (usually critical), the proponents of public choice theory depict government officials as well as politicians as being utility maximizes who seek to maximize their 'budgets' or some other objective, which is not conducive to promoting the 'public interest'. These critics actually charged public choice theorists having narrow view of human motivation and action. The critics also pointed out, that public choice theorists call for a minimal state. According to S. Sen, ''This type of criticism of public choice theorists is misplaced. Suppose that we go along with these critics and say that it is deplorable that bureaucrats and politicians are concerned with maximizing their own utility rather than the public interest. But then we discover that public choice theorists recommend a minimal state. So, the role and influence of venal and corrupt politicians and bureaucrats is sought to be minimized. It follows that these critics cannot fault public choice theorists both for suggesting that politicians and bureaucrats are self- serving and venal, and if these critics accept this view of public officials in general, also for recommending a minimal state. Unless, of course, the critics feel either that selfishness is not descriptively and empirically correct or that it is not prescriptive and moreover, since politicians and bureaucrats should not be selfish, there ought to be a greater role of the state.'' (Sen,2010). • In another critical question. It has been asked that, if a person looks for his own gain and self-interest in market place, why the same individual suddenly respond to the public interest where he is a bureaucrat or politician? public choice theorists make an appeal for assuming consistent behaviour in all aspects of life in response. The theorists pointed out two different things about political institutions. First, whichever is the institution, the representative's individual pursues the interest of that institution. In other words, the decision-maker responsible for that institution. Thus, just as the entrepreneur can be thought as responsible for the business firm, the politician can be the representative for the

94 party, the bureaucrat for the bureaucracy, the individual voter for the collective populace. Secondly, sometimes the individual goes beyond the interest of group or institute and pursue his own gain and self-interest. • Critic of public choice theory has pointed out, that public choice theory seems more as the proponent of New Right ideology, and it is seen as advocating untrammelled markets, minimal governments and drastically cut bureaucracies. This may be true, but public choice theorists' contribution has been largely methodological. Public choice theory has provided a new way of approaching the study of politics. We can say that, there was many noteworthy attacks to the public a choice theory regarding the cooperation among humans, bureaucracy and the public interest. however, all findings of the public choice are relevant on one or another area of politics and public administration. 4.6 CURRENT AND FUTURE HORIZON OF PUBLIC CHOICE The emergence and growth of diverse new democracies has given Public Choice a new importance as new nations look to its findings for lessons on how their own constitutional, legislative and electoral systems should be constructed. In the process, Public Choice has had to expand out of the traditional US and UK two-party majority-voting models that were familiar to its founders and deal with a much wider range of different systems. Established democracies too have been taking lessons from Public Choice. There is more recognition of the private interests of legislators and bureaucrats, and of the need to restrain them. Such policies are becoming more common: sunset legislation to limit the lifetime of public agencies and programmes, privatisation and deregulation, tax simplification, competition between and within government agencies, market testing for public provision, constitutional caps on government borrowing and other measures. As attention moves beyond the traditional US and UK systems, Public Choice scholars have gone more deeply into the workings of mechanisms such as proportional representation, multi-member seats and party list systems. 4.7 GAME THEORY The most trending and particularly fruitful recent aspect of modern Public Choice is game theory, and in particular what is known as evolutionary game theory. Game theory explores what people do when their choices are critically dependent on the actions of others. The classic example is the prisoner's

95 dilemma, in which two prisoners both confess because they fear harsher punishment if they remain silent and the other implicates them. This sort of reasoning is very relevant in voting situations, particularly those in which people might try to anticipate how others will vote and then vote strategically, in order to improve the chances of their own favoured candidates or outcomes, or to prevent others from succeeding. Moving on from the pure theory of electoral gaming, economists have found it fruitful to conduct practical experiments on how real people do actually behave when faced with choices such as those they face in elections and politics. 4.8 CONCLUSION Though public Choice theory is also not free from the criticism and has its limitations. yet, it can point out that public choiceis an analysis of government organs, based on the tenets of methodological individualism, democratic administration and decentralization. It has extensively expounded political and bureaucratic behaviour, making a case for market efficiency and not only that it has influenced the approach and view point of the Public Management Theory and can said that public choice as its lineage. This

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unit made some reflection on the critical views expressed by various scholars on

Public Choice theory. It also discussed the response of public choice against the critics and lastly the unit has concluded with giving short description regarding the Game Theory which is the modern aspect of public choice and importance of the theory in the present and future study of public administration and political science. 4.9 SUMMARY ? Wright mainly challenged the assumption that voters will also vote according to individual, rather than collective interests, remains a point of contention and has also not been empirically proven. ? The Public choice suggests that though the public sector may be important in ascertaining the appropriate level of demand, the private sector is more efficient in providing goods and services to meet this demand has been highly criticized. ? As per critics

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the real issue is now to make the state more democratic and citizen friendly, and not to relegate it to the background altogether and install the new God of 'market' in its place. 96 ?

public choice theorists make an appeal for assuming consistent behaviour in all aspects of life to critics. ? There were many noteworthy attacks to the public a choice theory regarding the cooperation among humans, bureaucracy and the public interest. however, all findings of the public choice are relevant on one or another area of politics and public administration. 4.10 GLOSSARY ? Secret Ballot: The Secret ballot, also known as the Australian Ballot, is a voting method in which a voter identifies in an election or a referendum is anonymous. ? Individualism: social theory favouring freedom of action for individuals over collective or stare control. ? Proportional representation: type of electoral system under which subgroups of an electorate are reflected proportionately in the elected body. 4.11 MODEL QUESTION 1.Describe the limitations of Public Choice Theory 2.Discuss the three criticism made by Wright on Public Choice Theory 3.Outline the other critical views and Public Choice response . Short Note on: 1.Voter model 2.Current and future horizon of public choice 3.Game Theory 4.12 REFERENCES Aldrich (1993). Rational Choice and Turnout. American Journal of Social Science Pressman, Steven (2004). What is wrong with public choice. Journal of Post Keynesian Economics. Orchard, Lionel and Stretton, Hugh. (1997). Public Choice. Oxford University Press. Retrieved from. http://www.jstor.org/stable /23599913
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Pvt Ltd. UNIT: 5 NEW PUBLIC MANAGEMENT Structure 5.1 LEARNING OBJECTIVES 5.2 INTRODUCTION 5.3 NEW PUBLIC MANAGEMENT: GENESIS 5.4 SALIENT FEATURES

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OF NEW PUBLIC MANAGEMENT 5.5 PRINCIPLES OF NEW PUBLIC MANAGEMENT 5.6 IMPACT OF NEW PUBLIC MANAGEMENT 5.7 NEW PUBLIC MANAGEMENT REFORMS: APPRAISAL 5.8 CONCLUSION 5.9 SUMMARY 5.10 GLOSSARY 5.11 MODEL QUESTIONS 5.12 REFERENCES 5.1 LEARNING OBJECTIVES After reading this unit, students will be able to 98 ? Explain the emergence of New Public Management. ?

Describe the salient features of NPM ? Examining the impact of NPM ? Evaluate the New Public Management 5.2 INTRODUCTION New Public Management(NPM)is the new thrust of administrative reforms sweeping through the world. The term has been used in the recent times to describe a management culture that emphasizes the centrality of the citizen or customer as well accountability for results. The New Public Management(NPM) is the latest paradigm in the evolution of public administration. It came into existence in the 1990s. The book entitled Reinventing Government by David Osborn and Red Gaebler, published in 1992

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heralded the birth of the new public management. NPM represents the second reinvention in public administration the first being the New Public Administration of the late 1960s.

NPM is a modern management practice with the logic of economics retaining core public values which are not a static phenomenon but evolving one. Unit has mainly made an attempt to explain the emergence of New Public Management. Discusses the basic characteristics and principles. The effort has been made to simplify the impacts of the New Public Management in management and an administrative function of different countries. Overall the unit has tried to cover the basic part of New Public Management. 5.3 NEW PUBLIC MANAGEMENT: GENESIS With the outset of globalization, everything is evolving to adjust to the pace of the world with which it is changing. Each and every individual, sector, and institution have a different take on globalization, on how it has impacted their lives. Different professionals have alternate opinions on how the influence of globalization can be studied and used for their own benefit. Globalization is one of those concepts that hold a multitude of meanings to
99 people from different backgrounds, some may find interest in the interdependence of the countries which have economic, political, and even social implications on the state whereas some may look at it as a financial boon of interconnectedness and some even judging it for freedom of access to every corner of the world. communication activities of public sector organizations can be seen both as transformative in the introduction of NPM and as an outcome of this process. The impact of globalization on public administration has been significant, emphasizing change, and reinventing public administration with a management orientation. Since the early 1980s, serious challenges have been posed to the administration to reduce reliance on bureaucracy, curtail the growth of expenditure and seek new ways of delivering public services. New Public Management Perspective prescribes a set of reform measures for organizing and offering services, with market mechanisms, to the citizens. At the beginning 1980s, there has been a widespread attack on the public sector and bureaucracy as governments all over began to consume scarce resources. The expansion of government has been into too many areas, which could as well be in the domain of the private sector. Bureaucracy was considered to be too unwieldy, unresponsive, inefficient, ineffective, and unable to withstand the competition. A culmination of several factors has given rise to the NPM perspective. These include: 5.3.1 Increase in Government Expenditure During the 1970s and 1980s, the rise in government expenditure along with poor economic performance led to the questioning of the need for large bureaucracies. Hence, attempts were initiated to slow down and reverse government growth in terms of increasing public spending as well as staffing. This paved the way for a shift towards privatization, quasi- privatization of certain activities, and moving away from core government institutions. 5.3.2 Influence of neo-liberalism There has been a powerful influence of neo-liberal political ideology during the 1980s and 1 990s. Neo-liberalism favoured the dominant presence of market forces over the state. Concepts such as efficiency, markets, competition, consumer choice, etc. had gained predominance. Free markets unrestrained by the government, removal of barriers to facilitate the free flow of goods and money, and privatization were considered

100 significant measures for economic growth. The then prevailing scenario favoured rollback by the state and the space created by it to be filled with the private sector. 5.3.3 Impact of New Right Philosophy The New Right Philosophy propagated in the 1970s in the UK as well as the USA, favoured markets as more efficient for allocation of resources. Excessive reliance on the state was not considered appropriate and it propagated a lesser role for it and opted for self-reliance. This perspective had a global impact in generating a consensus about the efficiency of market forces. Markets were considered to play a key role in the creation of economic wealth and employment. 5.3.4 Public Choice Approach The public choice approach had a major impact on the evolution of the new public management perspective. The human being is considered to be a utility maximize, who intends to increase net benefits from any action or decision. The voters, politicians, and bureaucrats are considered to be motivated by self-interest. Bureaucracy, being the core of public administration, is held responsible for the declining quality of public services. This thinking led to the new paradigm of government sensitive to market forces, which meant remodelling of government according to concepts of competition and efficiency. has become attractive as a consequence of this approach. 5.3.5Washington Consensus The 1980s and 1990s have been characterized by questioning the role of the state in economic development. It was increasingly felt that poverty and economic stagnation, especially in developing countries, were the result of the state undermining the operation of market forces. The need for adjusting the economy on various fronts such as financial and banking sectors and a reduced role for the state in economic development has been considered indispensable. This led to the emergence of the Washington consensus. It basically comprises the reform measures promoted by Bretton woods institutions (International Monetary Fund and World Bank), the US Congress and Treasury, and several think tanks, which aimed to address the economic crisis, especially in Latin American
101 countries during the 1 980s. This is also termed a structural adjustment cum stabilization program which emphasized the need for sound microeconomic and financial policies, trade and financial liberalization, privatization, and deregulation of domestic markets. This has also been responsible for giving a push to market forces. The emergence of the NPM perspective has been one of the recent striking trends in the discipline of public administration. Its focus basically is on the following: Restructuring government operations along market lines; Distinguishing strategic policy formulation from implementation; Emphasizing performance evaluation and quality improvement; and Stressing upon effective service provision and value for money for the customer. 5.4 SALIENT FEATURES OF NEW PUBLIC MANAGMENT New Public Management (NPM) is the most dominant paradigm in the discipline of public administration (Arora 2003). It conjures up an image enmeshed with a minimal government, debureaucratization, decentralization, market orientation of public service, contracting out, privatization, performance management, etc. These features signify a marked contrast with the traditional model of administration, which embodies a dominant role of the government in the provision of services, hierarchical structure of organization, centralization and so forth. Grounded in rational choice and public choice containing elements of total quality management (TQM) the New Public Management (NPM) seeks to offer more efficient mechanism for delivering goods and services and for raising governmental performance levels (Kelly 1998). Falconer (1997) provides a central characteristic of NPM which are as follows: 5.4.1Hands-on professional management of public organization: People, responsible for public service delivery, should be proactive managers rather than reactive administrators. The modern public manager should have discretion in decision

102 making within his or her particular area of responsibility. Unlike the traditional public administrator, who operated in accordance with established rules and regulations, and who implemented the policies of government with little or no discretion and with no direct responsibility, the public manager is a much more active individual, with decision making authority over, and responsibility for, the public service he or she delivers. This is called 'Hands-On Professional Management'. 5.4.2. Explicit standards and measures of performance Under the new public management, management lies at the core of public sector activity, and professional managers are viewed as the key to improved public sector performance. It has been pointed out that, public management embodies the important belief that public sector organizations should increasingly be subjected to rigorous 'measures of performance'. This means that these organizations must pay closer attention to the objectives. Subjecting public managers to performance evaluation introduces disciplinary mechanisms which compel public sector bodies to focus on their specific responsibilities and carry out those tasks efficiently and effectively. 5.4.3 Greater emphasis on output controls The proponents of New Public Management claims that for too long, public sector organizations failed to concern themselves with their outputs (i.e. the quality of services). The focus was on inputs, given that political debates on public sector matters usually revolved around the question of resources. Under the new public management, the focus is shifted to that of results. The important question for the proactive public manager is what he or she actually achieves with the resources available. As such, the most important concern of the public manager is with results. The new public management calls for decentralization in public sector organization. 5.4.4 Shift to disaggregation of units in the public sector Given that public management embodies a strong criticism of the bureaucratic form of organization, it is not surprising that it advocates a disaggregation of bureaucratic units in order to form a more efficient, accountable public service. This is called 'disaggregation of
103 public sector units'. It is more efficient because smaller units of activity are better able to establish objectives and work toward achieving them more quickly and more directly. It is more accountable, because the new public management replaces the 'faceless bureaucrat' with visible, responsible managers who are directly accountable to the public 5.4.5 Shift to greater competition in the public sector The central arguments within the public management approach are-

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the market, not government, is the best allocator of resources and individuals are the best judges of their own welfare.

As such, market disciplines are advocated for the public sector, in line with the belief that the threat of competition and rivalry between providers' fosters efficiency in service provision and choice for the customer. It brings 'greater competition in public service provision'. 5.4.6 Stress on private-sector styles of management practice The recommendation of 'private sector styles of management' is that the efficiency of public service provision is enhanced where a public sector agency conducts its affairs in accordance with business principles. An important theme within public management is that the public sector should seek, as far as possible, to behave in a more business-like manner (i.e. more like the private sector). Therefore, public service agencies should adopt reward structures for their employees, much like those in the private sector, encompassing such mechanisms as performance-related pay and more flexible working practices. 5.4.7 Stress on greater discipline and economy in public sector resource use the important requirement that public service agencies must pay much greater attention to the way in which they use the financial and human resources at their disposal. The emphasis in the new public management is very much on cutting the cost of public service provision, while, at the same time, increasing its quality (i.e. doing more with less).

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104 5.5 PRICIPLES OF NEW PUBLIC MANAGEMENT Osborne and Gaebler (1993) identified ten principles that represent an operational definition of NPM which are as follows: ? First, government has a responsibility to steer the delivery of public services in the addressing of public issues. As such, it reflects a notion that government does not necessarily have to be doing something in order to be responsible for the delivery of that public service. ? Second, government ought to be "community-owned" and that the role of government is to empower citizens and communities to exercise self-governance. This notion stands in contrast to the notion that citizens are merely recipients of public services and do not have to be actively engaged in the process of deciding what those services would look like. Indeed, the citizen simply needs to know they were receiving the same service as that delivered to other citizens or recipients such that no preferential treatment is being shown (Miller and Dunn, 2006). ? Third, competition is seen as inherently good such that, through competition, the best ideas and most efficient delivery of services can emerge. Competition can drive the newly empowered citizens and recipients to create new and better ways of providing public goods to themselves and their fellow citizens. New Public Management: Emergence and Principles 13 Sometimes competition means that various public and private firms were competing to procure the rights to deliver a public service. It also means that departments within a government have to compete for limited public resources, that communities have to compete with each other to offer fresh and original ideas, and employees have to compete with each other in the delivery of the services for which they are responsible. ? Fourth, far too often, the results of governmental operations were the enforcement of rules that may or may not have been relevant to the particular cases. It should be the purposes for which agencies are created that drive the activities of that agency, not the rules that have been constructed around that agency. ? Fifth, Public agencies should be judged on the results that they generate. Organizational processes like the budget cycle should be directed assessing the cost and benefits of the outputs of the units and not on the allocation of inputs (staff, space, resources) between those units.

105 ? Sixth, the notion of customer is predicated on the value of choice. Customers ought to have a right to choose between competing and differentiated approaches that could be taken to deliver any particular public good. ? Seventh, bureaucracies earn their allocation of resources by demonstrating the value in terms of the public good that will be generated by the investment that elected officials would make in a particular agency. This perspective has the units in an agency competing with each other by selling to the elected officials a greater public good than that offered by the other agencies. ? The eight principle relates to the desirability of orienting public agencies toward preventing rather than curing public problems. Although this particular principle has been seen as a critique of bureaucracy is general, it is not our intention to argue that anticipatory organizations are inherently related to NPM. ? The ninth principle is about maximizing the participation of the broadest possible number of people and institutions in the decision-making process. In this sense, it is anti-hierarchy and anti-bureaucratic. It is also anti-uniformity in that the way a particular public service is delivered is a function of the local community of participants who decide how that service will be delivered. ? The tenth principle relates to leveraging market forces and utilizing market based strategies in the delivery of public goods. It presumes that there is no one way to deliver a public good and a wide variety of delivery mechanisms are possible. 5.6 IMPACT OF NEW PUBLIC MANAGEMENT The new public management with its explicit market orientation and over-reliance on the private sector has varied responses from Third-world countries. The New Public Management Perspective had a significant impact on the administrative systems of western democracies by the mid-1980s. The economic recession arising out of the oil crisis of the 1 970s, public sector cutbacks, limiting public expenditure and striving towards productivity, efficiency, and economy provided the impetus to the reforms. A host of initiatives were ushered in the form of the creation of new agencies, restructuring, privatization, contracting out, etc. These attempted to address certain key concerns that include productivity, marketization, service orientation, decentralization, and accountability for performance. The basic tenet of NPM is decentralization with

106 multiple agencies performing the activities instead of a single agency. These comprise civil servants and chief executives responding to the concerned Ministry. Each agency has to set out objectives and responsibilities in the form of an agreement. The key financial, service, and quality targets are to be indicated in a business plan. In the United Kingdom, the public administrative systems underwent a significant transformation in 1979 wherein the Thatcher government initiated key reforms. The measures favoured rolling back the state, free markets, and limited government. With a view to bringing in the economy in the public sector, a series of reviews into various aspects of the work of departments, to examine specific policies, activities, and functions to bring about savings, were carried out. Financial devolution has been a major initiative in Britain at the central government level, introduced in 1982. Under Financial Management Initiative (FMI), measures were directed towards improved financial delegation, and financial control focusing on clear-cut objectives, measuring performance against them, and assessing the costs involved in achieving them. To monitor the activities of private entities, set service standards, prices of privatized utilities and regulatory organizations have also been set up. Public private partnerships in the financing of new public facilities, including transport projects, roads, hospitals, museums, etc. were initiated. In the USA, the concept of entrepreneurial government enunciated by David Osborne and Ted Gaebler (1992) made an elaborate case for transforming the bureaucratic government into an enterprising government that is responsive to citizens' needs in a market-oriented manner. In the U.S.A., in 1993 under the influence of Osborne and Gaebler's view of entrepreneurial government, then Vice-president Al Gore, had initiated National Performance Review (NPR). This report was

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entitled 'From Red Tape Results: Creating a Government that Works Better and Costs Less'.

The basic objective of this has been to transform the culture of federal organizations by making them performance-based and customer-oriented and to prescribe a new type of government that functions cheaply and efficiently. It identified adherence to certain steps which include among others: putting customers first, making service organizations compete, empowering employees to
107 get results, and decentralizing decision-making power. The NPR promoted certain measures in achieving the above-mentioned objectives. In the Australian government, the adoption of NPM measures aimed at slimming the state and the use of market mechanisms in the provision of services. Certain activities were outsourced. Partial user-pay charges for health and education services were introduced. Privatization of government business enterprises was also undertaken. Service charters were introduced in all government departments and business enterprises. Public service reforms were also ushered in to make the system more efficient, flexible, responsive, performance-oriented, and accountable through a performance-based pay system, decentralization, etc. In New Zealand, corporatization of government commercial enterprises, and contractual relationships between government and civil servants to ensure accountability, performance orientation, and customer service were initiated. A Senior Executive Service (SES) was created comprising the Chief Executives of government departments and a new group of senior officials. They were appointed on Five-year renewable contracts. To examine the social consequences of corporatization, a Specialist Social Impact Unit (SIU) was set up. The reforms in New Zealand aimed at reducing the size of the core public service, setting up new forms of state-owned enterprises, segregating policy 12 and service delivery activities, measurement of performance of public service organizations. Developing countries such as India also introduced managerial reforms as part of the aid conditionalities imposed by donor agencies

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such as the World Bank and the International Monetary Fund.

They included reduced budgetary support to public sector enterprises, disinvestment, corporatization, and outsourcing of certain activities. Attempts have also been made to introduce citizens' charters, strengthen redressal grievance mechanisms, e-governance initiatives, and so on. We have already discussed these in detail in Unit 1 6 in Course 01 1 of this Programme. 5.7 NEW PUBLIC MANAGEMENT REFORMS: AN APPRAISAL

108 The New Public Management (NPM) perspective has brought in reforms, which attempted to create a new entrepreneurial, user-oriented culture in the public organizations with a focus on performance measurement and autonomy to the organizations and individuals in contrast to the traditional model. Market philosophy cannot be an adequate substitute for the 'public interest, which is the core of governmental operations. The entry of economic and managerial principles into the public sector affects not only the organization concerned but also the nature of the state as a whole. This has raised certain critical issues within the state, between state and market as well as between state and society The paradigm shift from public administration to new public management involves a move in the basic design coordinates of public sector organizations that become less distinctive from the private sector and the degree of discretionary power enjoyed by public managers is increased, as the procedural rules emanating from the centre are relaxed. New Public Management (NPM) is totally different in many ways from traditional public administration. The New Public Management (NPM), perspective does not propagate just the implementation of new techniques but also makes a case for the propagation of a new set of values derived from the private sector. Public service as distinct from the private sector is characterized by certain basic norms such as impartiality, equality, justice, and accountability. These seem to be overridden by market values such as competitiveness, profitability, efficiency, and productivity. Some apprehend that this could lead to the weakening of public interest, challenging the legitimacy of public service. The 'new paradigm' called the New Public Management, which has steadily emerged, emphasizes the role of public managers in providing high-quality services that citizens value and advocates increasing managerial autonomy, particularly by reducing central agency controls. It demands quick corrective measures and rewards both organizational and individual performance. It recognizes the importance of providing the human and technological resources that managers need to meet their performance targets and is receptive to competition and is open-ended about which public purposes should be performed by public servants as opposed to the private sector.

109 NPM fails to establish a clear-cut relationship between citizens and politicians. In any democracy, people have a key role in having direct relationships with their elected representatives. Politicians also are expected to be responsive to their needs and demands in varied ways. This way, the state is able to control society on the basis of a democratic mandate from the people. But for the NPM model, market mechanisms 14 play a dominant role and fail to indicate the ways through which people in a market system can contribute towards creating a suitable democratic system. The NPM 'stipulates that public servants should have to accept more personal accountability for the actions of their agencies in return for this enhanced autonomy and flexibility. This is clearly a significant departure from the concept of anonymous' bureaucracy in traditional public administration. The promotion of collective interests affecting the majority is a distinct feature of democracy, but New Public Management is considered to be an individualistic philosophy that fails to take cognizance of the collective demands of the society. The market-oriented restructuring, especially, in a developing country is bound to affect certain categories of society particularly the poor, peasants, and labourers due to its repercussions such as withdrawal of subsidies, reduction in the workforce, and cutbacks in welfare programs. The NPM has to be viewed not so much as an altogether new 'paradigm' as a refreshing reconstruction of the evolving discipline of public administration. It needs to be recalled that there has been a long tradition of 'implementation' research by several academics like Pressman and Wildavsky. Implementation studies' moved the issue from a focus on organizations, especially on their structures and processes, to public programs and the result they produced. It was "performance" that took the centre stage in public administration. As it has been rightly suggested, the NPM did not emerge all of sudden as a new paradigm. These two trends: a focus on performance more than organizational structure and process and efforts to explore the problem from many different disciplinary bases, gave birth to the NPM which, therefore, had its roots in the earlier implementation research in traditional public administration. New Public Management reforms are not generalized prescriptions solutions that can hold good and yield positive results for all countries. It cannot be a single dominant administrative reform strategy for developing countries. Any reform initiative has to be in conformity with the local conditions. Public

110 administration has to be set and looked at from its own environmental context. NPM reforms basically originated in the west and hence its impact is bound to vary. As Caiden (1991) remarks, "unless reconciled with local ecology, universal formulas of administrative reform based on western concepts were unlikely to work". There has been a lack of research studies to examine the impact of NPM reforms on developing countries. Also, there have been no proper indicators of measurement of NPM reforms. There are methodological problems in assessing the costs and benefits of the reforms. For instance, it is not feasible to assess the effect of performance-related pay, and short-term contracts on the morale and motivation of staff and the productivity of the public sector. 5.8 CONCLUSION As we have discussed above, the emergence of NPM can be largely traced to the failing administration of the previous machinery, NPM emerged as a tool for developmental goals in the 1990s to enhance the management of the administration. At the Commonwealth Association for Public Administration and Management(CAPM) Conference held in Charles town, Canada, in August 1 994, For the first time in the history of the Commonwealth such a high-level conference addressed itself exclusively to the issues of public management aka 'government in transition. 'Empowering' the citizens also assumes crucial significance. Any reforms under the influence of NPM need to be introduced in any country keeping in view its political and socio-economic setup. The advocates of NPM focused on the benefits of managerial autonomy and exposed the overprotected bureaucracy to managerial models, which if carefully adopted, can bring about improvement in traditional public administration. This calls for different kinds of collaborative partnerships, and networking, thereby striving toward combining economic management with social values. A balance needs to be maintained between managerial reforms and governance challenges. 5.9 SUMMARY
111 ? The failure of the traditional Public Administration in the managerial sector led to the emergence of New Public Management. ? Globalization played a vital role in boosting the rise of NPM ? The two defining pillars of New Public Management are the Public Choice Theory and New Taylorism. ? New Public Management prescribes a set of reform measures for organizing and offering services, with market mechanisms, to the citizens. ? NPM has brought various kinds of reforms to different countries. 5.10 GLOSSARY ? Globalization: It refers to the spread of the flow of financial products, goods, technology, information, and jobs across national borders and cultures. ? Managerialism: It involves belief in the value of professional managers and the concepts and methods they use. ? Desegregation: The elimination of segregation by race in schools and public places. ? Quasi-markets: Organizationally designed and supervised markets intended to create more efficiency and choice than a bureaucratic delivery system. ? New Taylorism: Based on maximizing efficiency by standardizing and routinizing the tools and techniques for completing each task involved with a given job. ? Decentralization: the breaking up of central authority, and the distribution of it over a broader field, such as local authorities. ? ? 5.11 MODEL QUESTION 1.Analyze the impact of the emergence of New Public Management on different countries. 2.Discuss in detail the factors which impacted the inception of NPM. 3. What are the Characteristic features of New Public Management 4.Write in detail the reforms of the New Public Management which came along with it. Write Short notes on 1.Principles of NPM. 2. Washington Consensus. 3. Write down the limitations of NPM. 4. Give an overview of the New Public Management. 5.12
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Stark, Andrew, 2001, What is the New Public Management? Oxford University Press, JStor. BLOCK IV RECENT TRENDS UNIT I: MINNOWBROOK-I Structure 1.1 Learning Objectives 1.2 Introduction 1.3 Minnowbrook Conference 1968: A Background Study 1.4 Emergence of New Public Administration 1.5 Key Features of New Public Administration 1.6 Conclusion 1.7 Summary 1.8 Glossary 1.9 Questions 1.10 References 1.1 LEARNING OBJECTIVES ?
To understand

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the reasons that led to the emergence of New Public Administration ? Identify the features of

New Public

Administration. ? Understand the
concerns and contributions of Minnowbrook-I to the study of Public Administration. 1.2 INTRODUCTION According to B. Guy Peters and Jon Pierre, there is a tendency among the public, and even among
113 scholars, to equate politics and government with events such as elections, or the various conflicts in the society that shape major policy developments. "Those activities are indeed important for governing, but there is a massive amount of activity involved in translating laws and decrees made by politicians into action, and in delivering public programs to citizens. That work is often less visible, but is crucial for making things happen in government. Legislatures and political executives may pass all the laws they wish, but unless those laws are administered effectively by the public bureaucracy, little or nothing will actually happen." (2003:1)Mohit Bhattacharya defines, Public administration as a specialised academic field that"deals essentially with the machinery and procedures of government as these are used in the effective performance of government activities. Administration has been defined as a cooperative human effort toward achieving some common goals." (2020:4) However, as Dwight Waldo cautioned us regarding the dangers of 'defining' public administration, "

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the immediate effect of all one sentence or one paragraph definitions of public administration is mental paralysis rather than enlightenment and stimulation." (2020:4)

This simply means that given the field of public administration, which is the action and executive field of government, it is difficult to contain it or have a settled boundary. In fact, as an academic subject that is engaged in building a varied body of knowledge on public administration, one has to be prepared with the shifting boundaries of government in any given society.Robert Dahl too argued

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that the "study of public administration inevitable must become a much more broadly based discipline, resting not on a narrowly defined knowledge of techniques and processes, but rather extending to the varying historical, sociological, economic and other conditioning factors..."(2020:4)

As a result of the progression and evolution of public administration, what we see is that the boundaries of this discipline is not clearly marked as it used to be in the initial years specially when the study was confined to the politics-administration dichotomy. As Bhattacharya argues that it has become more of an

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interest than a discipline, more a focus than a separate science...

it is necessarily cross- disciplinary." (2020:4) In this growing discipline, the impact of the Minnowbrook conferences have played a crucial role. These conference held in 1968, 1988, and 2008 in the Adirondack Mountains in Upstate New York are those events of public administration that appear in a gap of every twenty years and have a tremendous impact. According to Kim, O'Leary, et.al., these gatherings represent an extraordinary assembly of intellectuals who intended to "take stock of where the field is, where the field is going, and where the field needs to go." "Minnowbrook is an enduring
114 legend in public administration, a narrative with an attendant mystique and mythology." (2010:1) 1.3MINNOWBROOK CONFERENCE 1968: A BACKGROUND STUDY ...

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What Minnowbrook helped to inaugurate was a greatly needed and highly significant discussion. Here was fresh and original thinking on the role of Public Administration in the "time of revolutions" in which we find ourselves. - Dwight Waldo, 1970

The year 1968 was the most turbulent one in the most turbulent decade in the United States since World War II. Starting with the Tet Offensive in Vietnam, which made it quite clear to the American citizens that the USA was not winning the war and the government was not telling the truth to them. The country was tearing itself apart over the Vietnam War. There was also the social upheaval as lesser privileged (Black Americans) were not been able to avail benefits of the prosperity generated during the 1950's and early 1960's. This was coupled with political violence and decline in the commitment of Americans to their institutions: the family, the church, the media, the profession, the government etc. Dwight Waldo in his article "Public Administration in a time of Turbulence", observed that in spite of these issues, public administration showed no sign of being aware of them, much less being serious to solve them". It was in this backdrop that Dwight Waldo, then holder of the Albert Schweitzer Chair of Public Administration at the Maxwell School of Syracuse University, organized the Minnowbrook I Conference. Waldo felt that public administration had to respond to the events and turmoil of the day. He especially felt that the new generation must have a voice. He asked three junior colleagues, all assistant professors—H. George Frederickson, Frank Marini, and William (Harry) Lambright—to organize a conference. He wanted the "best and brightest" of the New Public Administration generation. He contacted the leading scholars of the day and several practitioners and asked who they would recommend as their rising stars. Thirty-four young public administration scholars came to Syracuse University in 1968 right after the annual conference of the American Political Science Association in Chicago. The participants travelled to the Syracuse University Minnowbrook Conference Centre on Blue Mountain Lake, in New York's Adirondack Mountains. The conference centre, named after the brook that runs through the property, is a quiet and remote place consisting of a lodge and several cabins.
115 Virtually all the academic participants at Minnowbrook were political scientists who tended to frame their perspectives on public administration along political science fault lines, particularly the so-called behavioral (logical positivism, rationality, science) versus anti- behavioral (philosophical, historical, normative) debate. Most conference participants were familiar with the debate between Waldo and Herbert Simon over the role of science in political science and public administration. That debate tended to frame the Minnowbrook "conversation," dominated by the anti-behavioural perspective associated with Waldo, where he a more political, theoretical, and philosophical approach to thinking about the tensions between democracy and bureaucracy, and Simon who insisted on a more empirical investigation—some might argue technocratic—of organizational and behavioural approaches to understanding decision making. 1.4EMERGENCE OF NEW PUBLIC ADMINISTRATION Under the patronage of Dwight Waldo, these scholars gathered at Minnowbrook and posed a challenge to "the 'givens' of orthodox public administration" and demanded restoration of values and public purpose in government. This group of young generation of American scholars initiated a new movement in the American public administration which came to known as the 'new pubic administration. These scholars were aware and took note of the failings of democracy in the United Nations of America. The new proposition demanded the primacy of politics in administration. The Minnowbrook I Conference was followed by several symposia, work- shops, and other gatherings. The conference papers were published in a book,

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Towards a New Public Administration: The Minnowbrook Perspective, edited by Frank Marini (1971).

This book is considered a classic, often taught in most courses on the history of public administration. The book is important to the intellectual development of the field, not only because it provides a historical perspective on the scholarly debates that took place at the time but also because it sets the stage for the themes to be explored after the conference. These themes were seen, in retrospect, as important markers for where the field was moving and what topics required more research.

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In this book, Marini selected nine papers that cover the more important themes analyzed during the conference. These papers are the following: a) "The Recovery of Relevance in the Study of Public Administration" (Todd R. La Porte) 116

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In this essay, La Porte argues that the discipline, profession, values, literature, in short the very components of the public presence of the field of Public Administration, are out of touch with the problems that we face. La Porte then tries to show us the way to 'recover relevance' and bridge the gap with the real world. b) "Social Change and Administrative Adaptation" (Orion F. White, Jr.) White analyses and illustrates some of the important ways that our society is changing, indicates how these changes are affecting the political and administrative reality, and urges the development of

newer ways of dealing the problem.

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c) "Some Implications of Adaptation Capacity for Organizational and Political Development "(Robert P. Biller) Biller supports and supplements the La Porte and White view of the state of affairs of the field of Public Administration. He suggests theoretical and practical improvement centre on the concept of development, but along the way he stops to explore several dilemmas of the study and practice of Public Administration, including a redefinition of 'public' which incorporates turbulence as an essential element.

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d) "Toward a Theory of Public Administration" (Larry Kirkhart) This is the first paper in Toward a New Public Administration that focuses on the relationship of Public Administration to social-scientific theory.

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He traces out some of the newer trends in social science, with special reference to philosophy, sociology, and psychology, and attempts to discern their implications for the theory of Public Administration. e) "Normative Theory and Public Administration: Some Suggestions for a Redefinition of Administrative Responsibility" (Michael M. Harmon) He studied Public Administration through the problem of administrative responsibility. He

explored that our ideas of administrative responsibility

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quite inadequate in terms of our present social and political state.

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f) "The Scientific and Moral Authority of Empirical Theory of Public Administration" (Philip S. Kronenberg) He presents a critical assessment of empirical theory in Public Administration. Here, he selects 117 two bodies of theoretical literature for special focus: comparative national Public Administration

and organizational behaviour. g) "
A New Comparative Public Administration" (Keith M. Henderson)In this paper, Henderson grapples with the past, present, and alternative futures of comparative Public Administration as a field of study from the standpoint of 'non-comparative'

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Public Administration h) "Constraints on Innovation in Policy Making: Economic Development and Political Routines" (Ira Sharkansky)This paper is the first that deals with practical problems of administration. He reflected on some themes that represent an active and growing research debate and tradition in the field of political science that he believes has been of "profound importance for the policy makers".

i) "

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Analysis, Rationality, and Administrative Decision Making"(S. Kenneth Howard) Howard takes a very critical look at PPB and asks what kind of rationality it is that those who would "rationalize public- expenditure decisions" have in mind. 1.5

KEY FEATURES

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OF NEW PUBLIC ADMINISTRATION New public administration emphasised on four major themes: Relevance, Values, Equity and Change.

Relevance: The argument made by the advocates of these changes was that academic public administration was no longer "relevant" to the real problems of the day, most of those problems being concerned with policy—and particularly policy analysis—rather than administration. There was a growing desire to deal explicitly with the political and administrative implications of administrative action. Furthermore, the aspect of 'relevance' was also in relation to the character of knowledge. Questions such as "public administration knowledge for what? Is it the purpose of public administration to facilitate use of administrative knowledge for the perpetuation of political knowledge? At the Minnowbrook conference, certain questions were raised?

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To what extent are we aware of the social and moral implications of knowledge in Public Administration?

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Does Public Administration presently yield knowledge useful to certain institutions in society (usually the dominant ones) and not to others? 118 These hard-hitting questions were challenging the status-quo in public administration.

The new movement aimed at bringing about radical change in the curriculum to facilitate meaningful studies oriented towards the realities of public life. Values: The new public administration rejected the value-neutral position taken by the behavioural political science and also the management-oriented public administration. They argued that such a position is difficult to maintain, rather they should explicitly espouse the cause of the disadvantaged sections of the society. This can be done by being transparent about the values that are being served through administrative action. The core of this can be understood through this statement "The new public administrator "
is

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less 'generic' and more 'public' than his forbear, less 'descriptive' and more 'prescriptive', less 'institution-oriented' and more 'client-impact oriented', less 'neutral' and 'more normative' and it is hoped, no less scientific."

Social Equity According to new public administration,

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distributive functions and impact of governmental institutions should be public administration's basic concern.

Frederickson adopted a bold social-equity attitude: "

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a public administration which fails to work for changes which tries to redress the deprivation of minorities will likely be eventually used to repress

those minorities."
Such an action-oriented stance is intended

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to work for the removal of the wrongs of society and working for the betterment of the socially deprived

sections. Thus, its aim was to make public administration more proactive towards major social issues. Change: It goes without saying that any efforts

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to serve the cause of social equity is to actively work towards social change.The

conference attempted to make the discipline more relevant and social equity oriented through change and innovation. This change could be brought about by making certain changes in the status quo and also taking a stand against the powerful interests that is embedded in institutions. The participants at Minnowbrookaimed at exploring the many ways to bring about institutionalising change and remedying the bureaucratic tendencies seen in big organisations.

119 Dwight Waldo characterised NPA in the following manner, "Its adherents were centrally involved change in the American Society for Public Administration designed to give it a much forward stance... it is unlikely to transform radically public administration in the short run, but in the long run there is a possibility; and in any case it now is and will continue to be a yeasty addition to the entire complex of theories, techniques, and aspirations" 1.6 CONCLUSION Frederickson argued, "to affix the label 'new' to anything is risky business. The risk is doubled when newness is attributed to idea, thought, concepts, paradigms, theories... the newness is in the way the fabric is woven, not necessarily in the threads that are used and the newness is in arguments as to the proper use of the fabric-however threadbare". The first Minnowbrook gathering involved new scholars wrestling with conflicting views of the field—past, present, and future. The movement that begun at Minnowbrook came under serious criticism of being anti-theoretic, anti-positivist and anti-managementIndeed, the participants at this gathering identified the role they were to continue to play in the field's development primarily as one questioning the status quo. That development was not straight- forward, easily reconciled, or aligned with common goals. The spirit of Minnowbrook I, however, was strong and enthusiastic. Public administration academics had to "recover relevance." They had to go back to basics and deal with real problems. The other was caring. "Public administration in practice had to be more caring, more in touch with those served." Bureaucrats (like academics) were said [to be] more interested in themselves than their clients. The conference suggested that administrators had to think beyond accountability. There was lots of talk about equity, and socio-emotional needs as subjects of Public Administration. The success of the movement can be understood in terms of how it was able to bring public administration closer to political science. It was also able to integrate public administration with the basic concerns of political theory. Further by adopting features such as "client oriented, normative and socially conscious public administration", the need for de- bureaucratised and basic, qualitative transformation of public administration, especially in third world countries have been advocated. After all, there is in this movement" a streak of idealism, a concern for quality of life and a desire to ameliorate the lot of the more deprived members of society."
120 We need urgently to inject a good deal of the New Public Administration thinking into the policy- making process and we need to do this not only as a reminder of the new kinds of questions society is increasingly asking of governments but also as a corrective to those other relatively new and currently dominant influences which see in quantitative analysis and mechanistic techniques the solution to most of man's ills." 1.7 SUMMARY ? The study of new public administration can be traced back to the history of Minnowbrook Conference that was held in 1968. ? The aim of the conference was to streamline the study of public administration by bringing in intellectuals in the field to review and debate on the state and the future outcome of the discipline. ? It was propelled by the period of political crisis that emerged in the United States of America. ? The key features of new public administration are relevance, values, social equity, and change. ?

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Ethics honesty, and responsibility in government have returned again to the lexicon of Public Administration. ?

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Effective Public Administration has come to be defined in the context of an active and participatory citizenry. 1.8

GLOSSARY Minnowbrook Conference: outcome of the social disturbances in the late 1960s and early 1970s to bring a change in the orientation of public administration. Ethics: accountability between the public and the administration, integrity guidelines to the administration in their operations which would ensure that the public receives what they need in a fair manner. New Public Administration: administration that is normative, client-oriented and socially conscious. This new movement is helpful for the developing countries, as well as those places where there is a need of de-bureaucratisation and basic qualitative transformation. Relevance: a change in the discipline of public administration to make it more socially relevant, where the focus is on policy issues.
121 Values: arguing for normative concerns in administrative analysis and rejection of value neutrality. Equity: distributive justice such that there is

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reduction of economic and social discrimination and promotion of life opportunities for all groups. 1.9

MODEL QUESTIONS Long Questions ? What is New Public Administration? What events led to its emergence? ? What is the Minnowbrook Conference? Explain its key features. ? Discuss the relevance of New Public Administration. ? Critically analyse the major literature that were published in the course of Minnowbrook I. Short Questions ? What four important themes emerged from New Public Administration? ? Why has the period from late 1960s to early 1970s been described as a period of social upheaval? ? What was the Waldo vs Simon debate? ? What was the immediate reason behind the Minnowbrook Conference-I? ? What has been the main contribution of the Minnowbrook Conference-I? ? In which ways New Public Administration is different from Public Administration? 1.10REFERENCES ?

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UNIT II MINNOWBROOK-II Structure 2.1 Learning Objectives 2.2 Introduction 2.3 Minnowbrook Conference 1988: A Background Study 2.4 Themes of Minnowbrook II
123 2.5 Differences between the two Minnowbrooks: A comparative study 2.6 Conclusion 2.7 Summary 2.8 Glossary 2.9 Questions 2.10 References 2.1Learning Objectives ? To analyse the relevance and contributions of Minnowbrook II Conference ? To find out the key differences between the first and second Minnowbrook Conferences. ? To understand the context in which the Minnowbrook II Conference took place ? To appreciate the additions made by the second Conference to the discipline

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of Public Administration 2.2 Introduction "In public administration as governance, it is essential that we do not diminish our institutions to such an extent that we lose our capacity to support the development of sound public policy, as well as our ability to effectively implement that policy." (H. George Frederickson, 1997)

The period 1978-88 marked several significant stages in the American policy studies and public administration. It marked the two-hundred years since the ratification of the Constitution with a separately established executive branch, upholding the principle of separation of powers, it had been a hundred years since the publication of Woodrow Wilson's essay that stated the need for an effective running of the same constitution and it had been twenty years since the first Minnowbrook Conference which was held in 1968 in the Adirondack Mountains in Upstate New York. The latter event marked a new beginning in the discipline of public administration. Held at a gap of twenty years, these gatherings turn out to be an extraordinary assembly of intellectuals who intend to "take stock of where the field is, where the field is going, and where the field needs to go." (O'Leary, et.al, 2010:1) It has been argued that "Minnowbrook is an enduring legend in public administration, a narrative with an attendant mystique and mythology" (O'Leary, et.al, 2010:2) 2.3 Minnowbrook Conference 1988: A Background Study There had been significant changes since the last conference, the context in which American

124 public administration was practised had also transformed. While Minnowbrook I reflected the stormy times, it left a different mark on the field, the mood of the discipline of public administration was such that it sought to identify values and ethics as the critical issue of the 1970s. However, "it made a difference, but- like the times- was guilty of overreaching." In contrast, by 1988 the social environment of the Minnowbrook –II was markedly different. There was an increasing cynicism toward government that started with Watergate scandal. Frederickson stated that "since the public was unable to be effective at changing government, some simply concluded that it is better to have less of it." (Fredrickson, 2007:825) Indeed, throughout the 1970s and early 1980s, the political and social context was steadily changing. The dominant political mood was increasingly anti-governmental and anti-bureaucratic.The politics of bureaucrat bashing were increasingly effective as political leaders, the press, and civil society viewed government employees as detached from their work, unmotivated by results, and indolent in their work efforts. The public administration period that began with the Progressive Era reform movement and flourished as part of the "positive state" was coming to an end as new constraints were being implemented to limit bureaucratic discretion in program development, implementation, and evaluation. The era of positive government, "which stimulated rapid sub urbanisation, the stringing together of American cities with a national network of freeways, and the growth of schools and hospitals for the baby boom" has given way to regulatory state. The "New Right" support for market solutions often included alarming examples of bureaucratic retreat, such as in the area of deregulation and new efforts aimed at devolution. The context of public administrative reality in post-Reaganite United States of America "changed in favour of less directly performing government and governance, more privatisation and contracting out, more voluntarism and social capacity- building and more third party government." Frederickson argued that the "values of public purpose had receded to pave way to the value of private interest." While the policy of affirmative action had seen some successes, but the period also saw the prevalence of homelessness and poverty, and it became a crucial issue for the USA once again. The economy too had changed, for instance employment in primary industries had declined, which was replaced by employment in service and information fields, however it was done with very low salary. The technological development caused certain geographical areas to flourish, while there was a decline in primary industry such as agriculture, timber, minerals that caused such areas to struggle under pressure.

125 In academics too, the arena of public administration had undergone drastic changes. It was much larger than it was in the 1960s, with schools and programmes at every major to minor universities. The field too became much more interdisciplinary than the 1960s when it was still primarily a part of political science. In the 80s, it had become much more sophisticated analytically as well as theoretically. It is in these contexts, that the Minnowbrook II occurred in 1988, organized by George Frederickson, distinguished professor and holder of the Stene Endowed Chair in Public Administration at the University of Kansas. 2.4 THEMES OF MINNOWBROOK II In the course of the Conference, Dwight Waldo narrated a meeting in which a cynic had pronounced the death of public administration. To this, Waldo strongly disagreed, he said "public administration is going to be around for a long time so be of good cheer, and get on with it!" (Fredrickson, 830). The purpose of the second conference was not to "facilitate a general examination of the future of public administration, it was also to determine whether important differences exist between people who entered public administration in the 1960s and those who entered in the 1980s". Though the debate between the normative and the behaviourist perspectives continued at Minnowbrook II, social equity and diversity were accepted as basic values among the participants. The conference was practical and more civil in comparison to the previous one which was radical and confrontational one. It was anti-behavioural in its approach in 1968, but in 1988 it was more receptive of the contributions of behavioural science to public administration. Yet, both conferences were theoretical. Like the first one, Minnowbrook II produced a considerable literature (Frederickson and Mayer 1989; Bailey and Mayer 1992; Frederickson and Chandler 1997). The scholars who had assembled were sensitive to the failings of American democracy. Themes such as ethics, social equity, human relations, reconciling public administration and democracy, continued to be of intellectual interest. What was unique was themes such as leadership, constitutional and legal perspective, economic perspectives and technology policy. Frederickson summarized the premises from Minnowbrook II: "First, more technicist; second, more individualist; third, a social equity perspective that now included gender and age; fourth, an emerging importance on productivity and performance measurement; and fifth, a greater connection to mainstream social science and the positivist or Simon perspective." The tone of

126 Minnowbrook II marked a change especially in its attitudes towards the people. Mary Ellen Guy argued, "Government is no longer seen as a train on which people want to ride." There was a general understanding that public servants were seen more as conservators rather than agents of change; on the other hand, privatisation was accepted in many of those fields, which were earlier considered to be the only domain of the government or public administration". 2.5 DIFFERENCES BETWEEN THE TWO MINNOWBROOKS: A COMPARISON While MinnowbrookI had a significant effect on the study and practice of public administration;Minnowbrook II provided "a unique opportunity to compare the theoretical and research perspectives of that generation with those of the present generation, and to discuss and speculate on how those contrasting perspectives have influenced and will continue to influence the conduct of governmental affairs." (Fredrickson 819)In hindsight Minnowbrook I appeared to be a well-intentioned but overambitious optimism, while in comparison Minnowbrook II which exuded pragmatism and confirmed the inevitability of government as a tool for strengthening society. With these ideals public administration was called upon to renew its capacity such that it was able to deal with

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the problems of the emerging future. Minnowbrook II was designed to compare and contrast the changing epochs of public administration.

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WhileMinnowbrook I was attended by scholars most of whom belonged from the field of Political Science, the second conference included individuals who were trained in policy analysis and policy studies, economics, planning, urban studies and law. The presence of younger people from different backgrounds posed two main questions as Fredrickson explains "how is that affecting the theory and practice of public administration? What will be the long range effects of the new generation on the field?" While both the conferences were at the Minnowbrook Conference Centre, but 1988 conference was organizationally somewhat different from Minnowbrook I. More people attended Minnowbrook II; the number of female participants were 14 in II whereas all the participants at Minnowbrook I had been male except one female. Diversity in society as well as in work place was accepted as a basic value among the participants at Minnowbrook II. It was observed that "the gender diversity issues were clearly a 1980s interpretation". (Mary Ellen Guy) By this time, the feminist theory had started to influence the literature and attitude of bureaucracy and managerial decision making and thus it found a reflection in the Conference too. Thus, the Minnowbrook II in real sense "reflected the beginning traces of a more heterogeneous work force, at least from the gender dimension." About half the Minnowbrook 127 II participants were younger public administrators, with the other half were the ones who had participated in the previous conference. A comparison between the two Minnowbrooks bring out the continuities as well as the discontinuities with an eagerness for ground-breaking research. The following five major themes of Minnowbrook II were related to Minnowbrook I: 1. Concern for social equity that predominated at the first conference and was acknowledged as important in 1988 too. 2. Democratic values such as special focus on ethics, accountability and administrative leadership was reaffirmed. 3. The debate between the normative and behavioural perspectives that dominated the previous conference, continued with special emphasis on epistemological questions regarding how people learn about the field. 4. The need to respond to social diversity, for instance the emerging gender dimension and the need for free interchange between 'generalists' and 'specialist'. 5. The changing outlook on the government in Minnowbrook II as government was no longer seen as the train on which people wanted to ride. The distinct identity that Minnowbrook II sought to establish was by focussing on the current as well as the future vision of the field of public administration. 1. It set its vision onto the future without appearing to be radical. There was an agreement that the environment of public administration is exceedingly complex, thus any meaningful long-term vision is not only unreasonable but also not feasible. 2. The scholars acknowledged the indebtedness to other disciplines, while at the same exhibited a strong sense of intellectual parochialism, for the general mood was not to lose the disciplinary identity. 3. While on the one hand there was tacit acceptance of 'privatisation', on the other, there was a strong adversial attitude towards business. The background of the conference reflected a tension between capitalism and democracy that resulted in "an unusual form of truncated capitalist economy operating within a truncated democracy". Here public administration had to balance the best that business offered and the best that non-profit sector offers.
128 4. Public personnel practices were scrutinised, wherein there a need for innovative personnel practices were emphasised such that it reinforces high productivity. 5. There was a general reluctance to idolise technology as a necessary tool for improving public policy. Unlike the first conference, Minnowbrook II conferees made a conscious effort to conclude, to summarise, to integrate, and to compare. The full papers and responses from the Conference were published in two issues of the International Journal of Public Administration. The first issue looks into the broad range of topics of democratic government, equality, ethics and leadership as they relate to public administration. The second issue dealt with matters of policy, policy analysis, technology, and management relating to public administration. 2.6 CONCLUSION "Overall, Minnowbrook II was less controversial and probably less influential than Minnowbrook I."(O' Leary,2010:7) In some ways, the themes that emerged from Minnowbrook II reflected changes in public administration as an academic field. Changes in the field, the maturation of the profession, and entry into the discipline by scholars and practitioners who were trained in a range of fields and with diverse specialties gave rise to a robust and fragmented professional landscape. Minnowbrook II grappled with issues that permeated the disjointed and growing study of public administration. These included contemporary challenges to the legitimacy and efficacy of government bureaucracies. The credibility of studying policies with "scientific" tools had to be compared with the more subjective analysis of practicing and influencing the art of administration. (O' Leary,2010:7) In spite of all, the conference could offer little attention to the realities of public administration. It failed to visualize the vision how public service can function at its best with in

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what promises to be a future declining market share, as the United States faces the reality of a global economy and a changing industrial base".

However, Holzer states: "Given the pragmatism evident as Minnow Brook II, one might also conclude (however reluctantly) that a new realism might more effectively serve the public and public sector for the next two decades". However, it mostly missed the coming importance of the reinventing government movement and the emergence of the New Public Management. The scholars were less successful in setting forth an agenda whereby the field might strategically manage the challenges that it would
129 soon confront, because of the more techno-bureaucratic systems and processes that were being championed, developed, and implemented. Mary Timmey Bailey observed that "In contrast to Minnow brook I,

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which challenged Public Administration to become proactive with regard to social issue, "Minnow II retreated from an action perspective to cerebral examination of democracy, ethics, responsibility, philosophy and even economics. Finally, Mary

Ellen Guy states that "the discipline of Public Administration is on a stable footing". The discipline "seems to be

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at peace with its core values and its sense of relevance and purpose". It has also accepted democratic values and

has accorded pre-eminent attention to the issue of social equity. The optimism that was associated with the new public management which was capable to solve important societal problems has dissipated. Minnowbrook II was caught in a mood of 'constrained hopefulness'. While the 1968 conference offered challenge for public administration to become proactive with regard to burning issues, the 1988 conference that was held in the midst of governmental cutback and 'privatisation' policy 'retreated from an action perspective to an examination of democracy, ethics, responsibility, philosophy and even economics. The outcomes were therefore more pragmatic and less radical. 2.7 Summary ? Minnowbrook I was organised by Dwight Waldo in 1968 that attempted to re-establish

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the relevance of public administration in a time of social, political, and cultural upheaval. ?

Twenty years later, since the first Minnowbrook Conference, the world had transformed significantly. Governments were being questioned, there was a growing anti-governmental and anti-bureaucratic sentiments. ? Minnowbrook II, organised by H George Frederickson in the year 1988, was yet another endeavour to examine

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the evolution of public administration and the consequences for scholarship and practice.

The purpose "

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to compare and contrast the changing epochs of public administration." ?

The second conference was different from its predecessor in many ways. To begin with the participants were diverse,

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half of whom were women, the group included a mix of junior scholars and

even the "original Minnows". ? It was less "radical" more pragmatic that focussed on the role and relevance of public administration.
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Social equity and diversity were largely accepted as basic values of public administration.

Overall, the attention was given more towards the questions of policy implementation and not much on big questions about bureaucracy and democracy. 2.8 Glossary Minnowbrook II: The Second Minnowbrook Conference was held at the original Minnowbrook Conference Centre in 1988, twenty years after the first Minnowbrook. Watergate Scandal: a political scandal in the USA involving the administration of President Richard Nixon that ultimately led to his resignation. Positive state: the emergence of welfare state had increased the activities and responsibilities of public administration. Such a welfare state was referred to as positive state. Anti-bureaucratic: opposition or dislike for complex methods and processes associated with bureaucracies. Anti- government: opposition or hostile attitude towards governments. Original Minnows: the scholars who participated the first Minnowbrook Conference in 1968. Privatisation:The transfer of ownership, property or business from the government to the private sector is termed privatization 2.9 Long Questions ? Elaborate the events that formed the background to the Second Minnowbrook Conference. ? Discuss the themes that emerged from the Minnowbrook II ? In which ways was Minnowbrook II different and radical than Minnowbrook I ? Analyse the continuities and discontinuities between Minnowbrrok I and Minnowbrook II Short Questions: ? What was the political environment of the United States of America in the 70s and 80s? ? In which ways was Minnowbrook II similar to Minnowbrook I? ? In which ways was Minnowbrook II different from Minnowbrook I? ? Discuss the uniqueness of Minnowbrook II in terms of its participants?
131 ? What themes in public administration was discussed in the Second Minnowbrook Conference? ? Briefly discuss the impact of Minnowbrook II. 2.10 Reference: ?

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UNIT III MINNOWBROOK-III Structure 3.1 Learning Objectives 3.2 Introduction 3.3 Minnowbrook Conference 2008: A Background Study 3.4 Key Themes of Minnowbrook III 3.5 Impact of Minnowbrook III 3.6 Conclusion 3.7 Summary 3.8 Glossary 3.9 Questions 3.10 References 3.1Learning Objectives ? To analyse the relevance and contributions of Minnowbrook III Conference ? To understand the context in which the Minnowbrook III Conference took place ? To appreciate the additions made by the third Conference to the discipline of Public Administration MINNOWBROOK III—2008:

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THE FUTURE OF PUBLIC ADMINISTRATION, PUBLIC MANAGEMENT, AND PUBLIC SERVICE AROUND THE WORLD 3.2

Introduction
133 Public administration as an academic field continued to grow through the 1990s and early 2000s. By 2008 more choices emerged in the field of professional associations, journals, public administration programmes, and conferences. Degree programmes were accredited thus giving a kind of standardisation to curricula for master of public administration programme. Various aspects of the field such as public management and/or administration, public finance and budgeting, non-profit management, local government, and public policy analysis were developed. The need to achieve academic promotion had become much more rigorous than what it was in 1968. By 1988 there was not only a growth in the quantity of publications. The filed had become relatively diverse and "multitheoretical", "it is a safe observation that mainstream public administration was embedded as a form of applied social science and that the field was growing increasingly scientific, rational, and positivist." (OLeary p.9) 3.3 Minnowbrook Conference 2008: A Background Study In a matter of twenty years, public administration and governance witnessed many challenges and changes. The setting of Minnowbrook III was similar to the first Minnowbrook than the second. A range of problems starting with the controversial presidency of George W. Bush, the issue of global terrorism, especially the 9/11 attacks, the wars in Iraq and Afghanistan, etc. had already shaken the American society. Furthermore, the impact of natural calamity like the Hurricane Katrina and the devastation that it left behind, along with a severe economic recession were forms of turbulence that reminded one of the 1960s. During the government of President Bill Clinton, an act called the Government Performance and Result Act began to define operational changes which made the states to think more seriously about performance. Here, the role of private contractors in bringing public service delivery increased at every level of government. Perhaps, the most dramatic of it all was that for the first time the Democratic Party was about to have its African American nominee for president. This was viewed as a promising significant departure in the roles and responsibilities of the government and also the marketplace, if Barack Obama was elected. The social and political response to current events in 2008, however, was measured and more civil compared with 1968, though social issues dominated debates about the scope and influence of government. There appeared to be more citizen confidence in democratic and bureaucratic institutions on one hand, however, there was still a lack of trust for some institutional leaders. What is interesting is that in the governance networks of 2008, non-profit and private-sector actors complemented the work of governments at a time when there was an increasingly fragmented intergovernmental and interjurisdictional environment at both

134 national and global levels. Given these issues and contexts, scholars started to rethink the role of government in view of the realities of 2008. The terrorist attacks of September 11, 2001, pressured the US government to put homeland security as their topmost national agenda, although it had already been at the top of numerous other countries' agendas. Globalisation opened up new avenues and opportunities for the United States and also put it in a state of vulnerability. "The economies, financial systems, health concerns, energy systems, cybersecurity needs, and the climates of the world were, and still are, increasingly becoming integrated and interdependent with one another." In such a volatile political landscape the need to bring about bureaucratic changes was inevitable. These changes were to viewed as

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increasingly technocratic, performance oriented, and directed toward managing by results.

In the field of public administration, there were three main changes: first, the New Public Management to governance emerged; second, The publication of Reinventing Government by Osborne and Gaebler (1992) – redefined the functions of the Government and favoured an "Entrepreneurial Government" for bringing radical changes with the focus on de-bureaucratization, democratization, and decentralization of the administrative processes in the interest of the citizens; and third, the process of liberalisation, privatisation and globalisation made Public Administration 'enabler' or 'facilitator'. 3.4 Key Themes of the Minnowbrook III All three Minnowbrook conferences were celebrated in part as a legacy of Waldo. It is worth mentioning that after Minnowbrook I, Waldo edited a book titled Public Administration in a Time of Turbulence (1971). In the preface he indicated that the Minnows had gone too far in their critique of government. In tearing down government, there had to be a replacement model. One of the key discussions at Minnowbrook III was that we have yet to develop that replacement model—certainly not one apt for this new century. During his career Waldo searched for a way to relate democracy and bureaucracy. As he articulated his case, "democracy at its best provides legitimacy and demonstrates the government's responsiveness to the people". Bureaucratic administration involves the power to govern effectively. Finding the right balance of responsiveness and effectiveness was the challenge Waldo sought to address, and it is a challenge that emerged at Minnowbrook III. For the new generation of Minnows, the Minnowbrook III gathering represented an effort to
135 discuss the components of this balance. There were extraordinary changes in the world in the last 20 years or so and it is argued that public administration is reasserting its role and leading the way in addressing cotemporary problems. Therefore, the mission of Minnowbrook III was to "critique

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the current state of public administration public management and public service

today and examine the future of the field". The conference was held on 3-7 September 2008 and coordinated by Rosemary O"Leary a distinguished Professor at Syracuse University. It was held in two phases: the first was at the

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Department of Public Administration, Maxwell School of Citizenship and Public Affairs at Syracuse University.

A pre-conference workshop was organised which was attended by 56 scholars at the same conference site at Blue Mountain Lake, New York, where the first two conferences were held. This was the first phase. The second phase was much larger and more traditional that was held at Lake Placid, New York, which was attended by 220 participants from 13 countries. The papers and articles of both the phases were published in a book titled: "

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The Future of Public Administration Around the World: The Minnowbrook Perspective"

edited by Rosemary O'Leary, David Van Slyke and Kim in 2010. The conference accepted the spirit of critical inquiry which is related to the question "what is the importance and relevance of what we do?" this was one of the key theme that kept coming up over and over again at Minnowbrook III. According to Rosemary O'Leary, there was also an inherent desire "to make a positive difference in the world in a very concrete way." The mood of the conference was such that every participant viewed the experience as "an opportunity to raise questions about the relevance of the field or recommending a better integration of public administration research with social sciences, management, law and other disciplines"

136 Key Themes of the Minnowbrook III Lake Placid Conference • How is the field of Public Administration different in 2008 from 1968 and 1988? What is Public Administration in 2008? • Can we draw important theoretical and empirical conclusions about the market-oriented New Public Management that now has a 30-year his- tory? • Given the influx of scholars from many disciplines into Public Administration, is Public Administration closer or farther away from developing a core theoretical base? • How are new ideas about networked governance and collaborative public management changing the way we look at Public Administration, Public Management, and Public Service? Are they changing the practice of Public Administration? Should they change what we teach in our programs? • How has globalization affected our understanding of the key challenges that face the study and practice of Public Administration, Public Management, and Public Service in the United States, the developed world, and developing and transitional countries? Statement of Commitment for New Public Administration Scholars The following is the statement drafted by the scholars-Leisha DeHart-Davis, Mary Feeney, Beth Gazley, Yilin Hou, Stephanie Moulton, Rebecca Nesbit, Craig Smith, Jodi Sandfort, Scott Robinson, and David Van Slyke, with contributions from other Minnowbrook III participants. Here they reflected that the strength of public administration today is the diversity of disciplines, methods, theories and approaches. However, they also believed that the future of public administration is limited by the institutional and personal barriers that researchers and scholars confront in their work. Such barriers were understood as: • institutional incentives for promotion and tenure, • curricular limitations (such as budgetary incentives to restrict interdisciplinary approaches), • publication issues (including editor consistency, reviewer supply and reviewer timeliness), • limited funding for PA research, and • the challenge of conducting international and comparative public administration research. The scholars at Minnowbrook III also committed to serve as change agents to uphold and shape the culture of Public Administration, a culture that is open minded to and appreciates multiple theoretical and methodological perspectives, with an emphasis on "publicness."

137 In the research process they agreed to... • Expand the discipline's acceptance of various units of analysis (local, state, national and international actors; government, non-profit and private organizations; individuals at various levels of organizational hierarchy; and stakeholders and citizens). • Create a research environment that promotes the sharing of data and collaboration among colleagues to advance the availability of quality data within the field. • Acknowledge the limitations of research methods and design in order to provide direction for future research and to avoid foreclosing questions that merit further attention. In the classroom and community, we will . . . • Strive to create research-based tools that reinforce the utility of a good theory. • Promote rigorous research methodological training and the use of mixed methods (qualitative and quantitative). • Invest appropriate time in sharing knowledge with practitioners. • Cultivate the ability among practitioners to reflect in the moment and adapt when faced with complexity. They also agreed that in the publication process they will . . . ? Strive to publish relevant work (for practice and/or theory). ? Expand the field's use and appreciation of cross-disciplinary theory while emphasizing the role of "publicness." ? Seek to promote the inclusion of multiple methods and rigorous methods of all types. 3.5 Impact of Minnowbrook III The first outcome of Minnowbrook III had fifty-six critiques of the field of public administration by the scholar participants which they had also presented at the preconference workshop. Some of the examples are– "The Challenge of Remaining Relevant", "Public administration and the Black Public Administrator","The Challenge of Teaching Public Administration in Asia""Is There a Global Public Administration?""Has Public Administration Been Roofied (Drugged) and Rolled (Mugged) by Economics?" Such critiques have been used by various university public administration, public affairs, and public management programs in their "intellectual history" courses, and this has helped them in developing newer discussions concerning their own planning.

138 After the presentations were made, the participants were led into a "Future Search" exercise, where they were asked to envision public administration in 2018. This envision for the future is quite reminiscent of Minnowbrook I that highlighted themes such as: relevance, action- oriented, and practitioner friendly. Minnowbrook III was interdisciplinary, methodologically diverse and was accepting of varied ways of doing quality research. It had publications that were new, open source, timely, used, accessible, and useful. In this "Future Search" endeavour, the scholars also expressed a desire to "contribute to practice". This meant a stronger link between research and practice and that public administrators should be sought out as valuable experts for solving real problems so that they could make real difference. They discussed and wrote a "Statement of Commitment for New Pubic Administration Scholars" that captured the sentiments of the group in this regard.The phase Two of Minnowbrook III involved formal paper presentations in a dozen focal areas and it also had a more traditional format wherein two hundred scholars and practitioners from across thirteen countries. The topics highlighted in the conference are as follows: 1. Academic-practitioner relations One of the many issues taken up by Minnowbrook I conference, revisited at the Minnowbrook II and had become the dominant theme of Minnowbrook III was how the theoretical field of public administration connected with the practical field of public administration. There was a need to closely examine the extent of the research and how it impacts practice and furthermore, how the research can be made more approachable and useful for the practioner. 2. Democratic Performance Management: The participants of Minnowbrook III "agree on the merit of an approach to public accountability that includes market based efficiency, programme performance, and law based democratic values such as equity and transparency". Efficiency plus effectiveness within the constitutional democracy framework has been the most desired approach. 3. Financial Management: Proper utilisation of finances has always been the lifeline of public organisations. For this determines the effectiveness of public service delivery networks, performance, entrepreneurial activities and to undertake reforms. Some of the key concerns are "accounting
139 and financial reporting, auditing, fiscal policy making, cost analysis, cash management and others." 4. Globalization and Comparative Perspectives: The academic field and practice of public administration has been impacted by globalisation. We know that we are living in the age of globalisation where every policy whether domestic or national or international, it cannot be constricted to the national boundaries. Thus, there was a need for Public Administration with a Global Perspective (PAGP). The PAGP is oriented "to advance knowledge building, address practical issues, improve public administration education, and ultimately, increase the relevancy of the field." 5. Law, Politics, and Public Administration: The relationship between public administration and law has been studied in all the three Minnowbrook Conferences. The Minnowbrook III which has taken place in the environment of Market based reforms of New Public Management, emphasized the value of efficiency and performance in Public Administration. 6. Leadership: Getha-Taylor et.al. opined, "A central theme across all three Minnow brook gatherings ..... has been the development of public administrators who truly makes a difference who act as "agents of change" to transform public problems into solutions that reflects a commitment to public values". The participants in Minnow brook III argued "for a heightened commitment to the study of public leadership, discuss conceptual challenges and offer propositions to direct future research". 7. Research Methods and Interdisciplinary Research: The intellectual diversity of Public Administration, both in terms of method and theory, and the public relevance of Public Administration, offer both benefits and costs. The diversity in public administration calls for supporting the application of diverse and rigorous methodological approaches, to continue with the theoretical diversity and theoretical depth and promoting relevance (Nesbit et.al. 2011). 8. Social Equity and Justice:
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Social equity means that Public Administration should become champion of underprivileged sections of the society.

Social equity's place within the academic field of public administration is rooted in the first Minnowbrook conference. Since then, "the concern for social equity has grown to the point where it now occupies a firm place within the academics, as well as the world of practice." 3.6 Conclusion Scholars addressed issues of governmental capacity and also the place of government in the twenty-first century. This is because there was a gap between the issues faced by the public and the government's capacity and capability to address them. The two phases of Minnowbrook III provided a useful analytic understanding regarding the scholarly evolution of the field of public administration. One could see the 'influence of Waldo and Simon "alive in the analytical frames, methodological tools, foci of inquiry, and theoretically informed research that participants presented." Those who were influenced by Simon used theories whose "roots are in economics, organizational theory, and management"; those more aligned with the perspective offered by Waldo used frameworks and models from political science, sociology, philosophy, and history." What was missing in the Minnowbrook III conference was the reminiscing of the "golden age" of public administration. The group of scholars were mostly interested in looking forward. As they had access to a range of methodological, analytical, and technological tools, they were able to offer contributions to the field that were evidence based. The future lied in a more global approach to thinking about institutions and the work of public administrators. 3.7 Summary ?

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Public administration as a discipline has evolved for many decades. Academic efforts like the past three Minnowbrook Conferences have helped

in proper diagnosis of the field of public administration is developing. ?

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The purpose of Minnowbrooks have been to develop a better understanding of the different positions and start building a consensus about the construction of a science of Public Administration. ?

Developed in two phases, Minnowbrook III aimed at critiquing the current state of public administration and examine it for the future. Held in 2008, the USA had seen major political changes. ? Minnowbrook III was an attempt at understanding the role of public administration in not only theory but also in practice so that it was in a position to offer solution to the changes that
141 were unfolding in the society. 3.8 Glossary Global Terrorism: according to Global Terrorism Database, terrorism is defined as "acts of violence by non-state actors, perpetrated against civilian populations, intended to cause fear, in order to achieve a political objective." Positivism: recognising only that which can be scientifically verified or which is capable of logical proof. Relevance: a change in the discipline of public administration to make it more socially relevant, where the focus is on policy issues. Social Equity:distributive justice such that there is

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reduction of economic and social discrimination and promotion of life opportunities for all groups.

De-bureaucratisation: a form of decentralisation involving transfer of powers and function from government to non-government organisation or private sectors. Centralisation: concentration of power and function under a single authority. Globalisation: a phenomenon in which there is growing interdependence of world's economies, cultures, goods and services, technology, and flows of investment, people, and information. 3.9 Questions Long Questions: ? Discuss the events leading to Minnowbrook III? ? What have been the major contributions of Minnowbrook III conference? ? Analyse the statement of Commitment published by the scholars of Minnowbrook III for the field of Public Administration. ? Which areas were highlighted by the new generation scholars of Minnowbrook III? Short Questions:

142 ? In which ways can one say Minnowbrook I was similar to Minnowbrook III? ? Identify what was unique in Minnowbrook III compared to the previous Minnobrooks. ? Which themes were highlighted in the third conference held in 2008? ? Briefly discuss the contributions of the two phases in Minnowbrook III ? What do you understand by the academic-practitioner dichotomy? 3.10 References ?

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UNIT IV Changing Agenda of New Public Administration Structure Structure 4.1LearningObjectives 4.2Introduction 4.3ChangingSocialEnvironment:ABackgroundStudy 4.4TheHoneyReportonHigherEducationofPubicService 4.5 The Philadelphia Conference on the Theory and Practice of Public Administration, 1967
4.6MinnowbrookConferences:MinnowbrookConference I 4.7GoalsofNewPublicAdministration
4.8NewPublicAdministration:Anti-Goals 4.9FeaturesofNewPublicAdministration 4.10MinnowbrookConferenceII
4.11ChangingRoleofNewPublicAdministration 4.12Conclusion 4.13Summary 4.14Glossary 4.15ModelQuestions 4.16 References
144 4.1LEARNING OBJECTIVES ? To understand the emergence and growth of New Public Administration ? To explain the reasons behind the need to have a New Public Administration ? Highlight the concerns raised in various conferences ? To examine the thrust areas of Minnowbrook Conferences. ? To Make an appraisal of New Public Administration 4.2 Introduction In the 1960s and 1970s, United States of America faced a turbulent period with bouts of instability and social unrest. In such a time, the field of public administration and its relevance was questioned. This is because the earlier principles of public administration such as 'economy' and 'efficiency' were found to be inadequate and incapable to achieving the objectives of administrative activities. It was soon realised that as much as it was wanted, public administration cannot be "value free". In fact, what was desirable was to be "value oriented" meaning reference to certain human values should be promoted if one was to work for the society. This shift in the orientation was termed as ' New

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Public Administration'. Two scholarly works "Towards a New Public Administration, The Minnowbrook Perspective" edited by Frank Marini, and "Public Administration in a Time of Turbulence" edited by Dwight Waldo, both published in 1971 gave

a fresh lease of life to the concept of public administration by adding the prefix "new". These two books played an important role in shaping the minds of the public administration scholars as they decided to come together and discuss where the field of public administration was going?This led to the Minnowbrook Conference in 1968. Here, the participants

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expressed their dissatisfaction with the state of the discipline of public 145 administration. They sought to give it a new image by discarding

the traditional concepts and make it sturdy enough to solve the problems presented by the "turbulent times." 4.3 CHANGING SOCIAL ENVIRONMENT: A BACKGROUND STUDY The USA was undergoing rapid changes, which the state was unable to handle. There were social tensions and unrest among several sections of the people. The worst impacted were the minorities, unemployed, and the youth. These problems were dissatisfaction with the Vietnam war, increase in population, environmental problems, economic crisis etc., all of which was questioning the efficacy of the political and administrative system. It soon started affecting the day to day workings and it became a matter of primary importance to the elected officials, administrators and public leaders.

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Several changes in policies and institutions began to be undertaken and

debates were held in trying to figure out different ways

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to strengthen political and administrative capabilities for coping with the rapidly changing environments: economic, social, political, technological,

as well as human. Human and value-oriented administration was suggested.

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It was felt necessary to inject the goals of being responsive to the needs of clients and ensuring social equity in service delivery. This led to the development of New Public Administration (NPA)

which intended to provide for a more philosophical outlook for public administration. By 1967-68, several efforts were initiated to make the field multidisciplinary and social equity- oriented. 4.4

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The Honey Report on Higher Education for Public Service: The American Society

of Public Administration had been concerned with regard to the growth of public administration and also the ways in which its scope can be enlarged especially in the academic curriculum offered by university departments. In 1966, John Honey from the Syracuse University did an evaluation of Public Administration that was being taught in the universities. He highlighted a series of problems: 1. There was an uncertainty and confusion with regard to the status of the discipline. 2. There were inadequate funds, due to which the university department were unable to promote the discipline. 3. There was an underlying problem relating to lack of communication between the scholars and practitioners of the field. 146 4. Finally, there were certain institutional shortcomings too. It therefore recommended generation of resources from both government as well as private organisations to encourage higher studies in public administration. Furthermore, it also suggested that there should a link between the departments and government through appointment of professors to position in government and vice-versa. Lastly, setting up a National Commission on Public Service Education to provide leadership in the field. 4.5 The Philadelphia Conference on the
Theory and Practice of

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Public Administration, 1967 In 1967, the American Academy of Political and Social Science organised a conference in Philadelphia under the

chairmanship of James C. Charlesworth titled, "The Theory and Practice of Public Administration." Some of the major points raised in the Conference are as follows: • The massive increase in the functions and responsibilities of the government calls for widening of the scope of public administration. This is especially in the context of the progressive transformation of the limited function of the

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state into a welfare state, the responsibilities and functions of

the administration. Since these changes are a continuous affair therefore it would not be correct to compartmentalise it. Therefore, the scope of the discipline should be flexible such that it would facilitate its development. • The dichotomy between policy and administration was considered meaningless, due to the interlinkages between the policy making and implementation functions of the discipline. • Public administration as a discipline and practice needs to focus more on social problems such as poverty, unemployment, environment pollution and degradation and so on. • Socio-economic disparities have been plaguing the society since a long time. Thus, promoting social equity and other values such as efficiency, accountability, administrative responsiveness, people's participation in decision-making should be seen as an important administrative value. • Excessive emphasis on adherence to other internal mechanisms increases the hierarchy, and administrative rigidity. Hence to enhance its efficacy, there is need for management flexibility and other innovations. • Training of administrators in professional schools. • Training programmes in Public Administration to sharpen not just managerial abilities and skills but to deepen the social sensitivity of the trainees.

147 • Emphasis on administrative ethics in the training programmes. 4.6 MINNOWBROOK CONFERENCES: MINNOWBROOK I In 1968 Dwight Waldo of Syracuse University took the key initiative to look into changing perspectives in the discipline of public administration. The conference was held in Minnowbrook by the young scholars of Public Administration under Waldo's guidance. The main objective was to make public administration responsive to the social concerns and assume the role of change in reforming the society. Various facets of the New Public Administration emerged out of the discourses from this conference. The following are the concerns raised in the Minnowbrook Conference: 1. There should be a public policy approach to public administration as this can have a significant effect on the quality of administration. 2. While efficiency and economy are essential part, what is even more important is to have the values of social equity in the implementation of policies. 3. Along with the above point, values such as ethics, honesty and responsibility in public service is also a good part of public administration. 4. Change is inevitable. Government agencies can outlive their purposes, thus whenever need be there can be cut back of government agencies. 5. A responsive government has to manage change along with growth. 6. Active and participative citizenry needs to be an essential part of public administration. 7. Pluralism is accepted as a useful device in the practice of public administration. 4.7 GOALS OF NEW PUBLIC ADMINISTRATION The scholars discussed on five major goals of the New Public Administration in the course of the conference: Relevance: The argument made by the advocates of these changes was that academic public administration was no longer "relevant" to the real problems of the day, most of those problems being concerned with policy—and particularly policy analysis—rather than administration. Values:
148 The new public administration rejected the value-neutral position taken by the behavioural political science and also the management-oriented public administration. They argued that such a position is difficult to maintain, rather they should explicitly espouse the cause of the disadvantaged sections of the society. Social Equity According to new public administration,

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distributive functions and impact of governmental institutions should be public administration's basic concern.

Frederickson adopted a bold social-equity attitude: "

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a public administration which fails to work for changes which tries to redress the deprivation of minorities will likely be eventually used to repress

those minorities."
Change: It goes without saying that any efforts

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to serve the cause of social equity is to actively work towards social change. The

conference attempted to make the discipline more relevant and social equity oriented through change and innovation. Along with this it was in the first Minnowbrook Conference that a decision was taken to identify client orientation as a key goal of public administration. This called for a change in the attitudes of bureaucrats and the administrators to be more people- oriented. 4.8 NEW PUBLIC ADMINISTRATION: ANTI-GOALS Robert Golembiewski identified three anti-goals or situations that should be abandoned by the NPA 1.

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Anti-positivism: this means that they reject the definition of public administration as "value- free" and also reject the rationalist or deterministic view of humankind.

It is because otherwise it makes the administration more rigid and the attempt has been to reduce the rigidities and make administration more adaptable, receptive and problem solving. 2. Anti-Technology: human beings are not treated as some cogs in the machine. Thus, the need is to foster traditional goals of economy and efficiency. Humans should not be sacrificed to the logic of machine and its system. 3. Anti-Hierarchy: it was argued that hierarchy in bureaucracy brings in rigidity and has the capacity to kill creativity, innovation and isolates the administrator from the surrounding environment. Hence the NPA scholars rejected the hierarchical structures as understood
149 traditionally by public administration.

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In the words of Frederickson "The essence of New Public Administration is some sort of movement in the direction of normative theory, philosophy, social concern and activism. It is less generic and more public, less descriptive and more perspective less institutional oriented less mental and more normative". Nigro and Nigro observe, "In the past public administration has neglected the question of values in relation to the social purposes of government and that public officials have emphasized efficiency and economy of execution often at the expense of social equity. These officials profess neutrality but in fact have been far from neutral even catering to special interests". 4.9 FEATURES OF NEW PUBLIC ADMINISTRATION

George Frederickson referred to certain key features of the NPA 1. Change and Responsiveness: there should be necessary flexibility and adaptability in the administration such that it is able to bring about the desired and appropriate changes in the society in all spheres- social, political, technological, economic, etc. 2. Rationality:

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the efficacy of the administration must be seen not only from the point of view of the government but also from

the active citizens' perspective. 3. Structural Change: a revamping of the organisational structures fine-tuned to the relevant situation and needs of the environment. 4. Multi-disciplinary perspective: the field of public administration has been influenced by not one but several streams of knowledge. A multi-disciplinary approach would contribute to the growth of public administration in a holistic manner. 4.10 MINNOWBROOK CONFERENCE II

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In contrast to Minnowbrook I, which challenged Public Administration to become proactive with regard to social issues, Minnowbrook II retreated from an action perspective to cerebral examinations ofdemocracy, ethics, responsibility, philosophy, and even economics. (Mary Timney Bailey, 1989) 150 Holzer (1989) says that the conferees at the Minnowbrook II evidenced a 'constrained hopefulness' for the 1990s. He identifies two main arguments for Public Administration as a challenging pursuit. First, citizens are again seeking a renewed sense of community and shared endeavour, emphasizing interpersonal values and de-emphasizing personal gain. Second, public servants are an important link in the social system. Society will have to look to Public Administrators to solve a continuing stream of problems. Guy (1989) establishes that the eleven themes emerged from the deliberations of Minnowbrook II.

Summary of Minnowbrook II: 1.

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The concerns for social equity that pre- dominated at Minnowbrook I are largely at peace now.

Guy argues that here

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was a concomitant sense that social equity was much closer to reality in 1989 than it was in 1968. 2. Strong concerns were expressed about democratic values and the centrality of Public Administration to promoting them. This concern was manifest in the focus on ethics, accountability, and leadership in Public Administration. 3.

The debate between the normative and behaviourist perspectives has not diminished 4.

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Diversity in society and in the work force was accepted as a basic value among participants. 5.

According to Guy,

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the tone of Minnowbrook II was one of constrained hopefulness. A revised sense of what government should do and what government can do was being debated in the nation at the time. Participants seem to have come to terms with this change and are hopeful for a constructive role for Public Administration to play on both the national and global scale. 6. Certain 'rules of the road' were accepted. Visions were of the near future, not the long-term future, and the participants were voluntarily constrained to that which was judged by participants to be realistic. 7. A professional 'ethnocentricity' or parochialism prevailed, indicating that Public Administration as a field is having a hard time dealing with its interdisciplinary roots. 8.

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Innovative personnel practices were described or called for in order to move away from public manager's current inability to hire employees on a timely basis, promote the best employees, and reinforce high productivity while being able to discharge non-productive employees. 151 9. Unwillingness to address technological issues was evident. Technology was seen as diminishing public service rather a tool to improve it. 10.

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Unwillingness to look at the specifics of what government should do was evident. According to Guy, even in the midst of discussions on the inevitability of administrators exerting control over policy agendas, the politics/administration dichotomy appears to be alive and well. 4.11

CHANGING ROLE

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OF NEW PUBLIC ADMINISTRATION: The critics of the doctrine held that NPA only possesses one kind of difference by definition. Alan Campbell argued "it differs from the 'old' public administration only in that it is responsive to a different set of societal problems from those of other periods."

He states that many of the issues brought to the surface quite vigorously by the advocates of the NPA were not new. They were often raised by scholars from time to time. However, the proponents of NPA have raised this matter quite forcefully and also with a strong commitment to social change. The

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strong emphasis on citizens' participation in decision making, on normative value of

social equity, and human relations approach is

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a reminder regarding the need for reorientation of theory and practice of public administration. Dwight Waldo in his book "

Enterprise of Public Administration" (1980) highlighted that NPA projects three perspective- client (citizen)oriented bureaucracy, representative bureaucracy, and people's participation. When these three are woven together it would tend to only democratise the discipline

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even more. Carter and Duffey writing on NPA in the International Journal of Public Administration (1984) however, expressed doubts whether "the objective

of

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social equity is actually getting recognised as a well-established administrative objective or value in addition to the existing ones of efficiency, effectiveness, and public accountability.

This is because the disparities of wealth and income continue to increase in the USA to a large extent. When the

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government curtailed spending on social welfare programmes, it was the deprived section that did not even have adequate access to all the requisite economic and social facilities for their substantial betterment.

While it is understood that the

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adoption of social equity as a policy and administrative objective is not an easy proposition

to be implement.

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Further, the concept 152 of social equity is vague. What it means, what it requires in public programmes, opinions vary greatly.

However, one can only hope that perhaps the progress towards such a policy become more encouraging due to societal pressures.

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Robert T. Golembiewski holds that New Public Administration must be counted a partial success, at best and perhaps only a cruel reminder of the gap in the field between aspiration and performance. He describes it "revolution or radicalism in words and (at best) status quo in skills or technologies."

Recent

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trends in the study and practice of public administration in several countries both developed

and developing has indicated similar revisions and additions. It is true that the impact andintensity may vary from country to country depending on numerous factors such as their history, national resources, the nature of the political system, the cultural and demographical patterns etc. Depending upon these factors the impact can be weak in some countries and strong in others.

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On the whole, these trends indicate: a) growing emphasis on social equity in public policies and administrative actions; b) devising of institutional arrangements

to

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facilitate increased public participation in administrative processes (i.e. decision-making, operations, etc.) at local and grassroot levels; c) strengthening of political direction of administration as well as of administrative accountability to the political authorities withinthegovernment; d) adoption of innovative (new) types of organisations as well as ofmodernmanagement practices, and techniques and technologies to raise the administrative capability (i.e. efficiency and effectiveness) to deal with highly diverse, complex end numerous governmental tasks.

e) growth of unionism among the public personnel (government employees) of variousgrades and departments of organised arrangements for government-employee's consultations and negotiations well as for arbitration of disputes.
4.12 CONCLUSION
153

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The New Public Administration has not yet developed a theory of its own. It was the product of the social ferment of the 1960's and early 1970s in the United States. The Minnowbrook Conference was a youth conference which felt that old public administration had failed to solve the current social problems.

Thus, because of the above trends

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the scope and nature of the discipline of public administration

has increased considerably. It is no longer constricted to administrative phenomena, policies, organisation or processes. It is interested in issues of social equity, citizens' participation and also continuously expanding administrative system that is adapting according to the changing environment.In short one can say that the New Public Administration both in theory and practice tends to be comprehensive in scope, descriptive cum normative in character and multidisciplinary in substance. 4.13 SUMMARY ? New Public Administration that evolved in 1960s in the aftermath of the first Minnowbrook Conference gave primacy to key concerns that had relevance during those times. ? They included social equity, policy issues, change, participative citizenry, etc. ? The second Minnowbrook Conference, attempted to examine the future of public administration. The conference made a sincere attempt to highlight some of the themes such as ethics, human relations, social equity, concern for the state of the field, along with current themes such as technology policy, economic and legal perspectives etc. ? Public administration, should draw from, various disciplines that intersect the field and construct a new, more relevant discipline that integrates several selected areas. ? It was felt that there is need for a theory of public administration with an overarching epistemology and research methodology. 4.14 Glossary Social Equity: distributive justice such that there is

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reduction of economic and social discrimination and promotion of life opportunities for all groups. Efficiency: the

degree of objective/goal achieved by the organisation. Minnowbrook Conference:outcome of the social disturbances in the late 1960s and early 1970s to bring a change in the orientation of public administration. Environment Sensitivity: Awareness of the surrounding cultural, social, economic, religious etc. factors
154 Values: arguing for normative concerns in administrative analysis and rejection of value neutrality. 4.15 Questions 1. Discuss the goals of New Public Administration. 2. What the has been the main role and contribution of the Minnowbrook Conferences in the emergence of the New Public Administration? 3. What is New Public Administration? Analyse the main features. 4. Critically analyse the changing dimension of the New Public Administration 1. Discuss the major suggestions made in the Honey Report on Higher Education on Public Service? 2. Highlight the main tenets discussed in the Philadelphia Conference. 3. Explain the trends in New Public Administration. 4. If a Minnowbrook Conference was to be held this year, what according to you, should be the focus of public administration in present times? 5. briefly discuss by what do you understand by the anti-goals of New Public Administration 6. what was the socio-political context of the United State of America that created a need for New Public Administration? 4.16 References ?

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156 UNIT V Future of Comparative Public Administration Structure 5.1 LEARNING OBJECTIVES 5.2 INTRODUCTION 5.3 DEFINING COMPARATIVE PUBLIC ADMINISTRATION 5.4 THE ROLE

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OF COMPARATIVE ADMINISTRATIVE GROUP 5.5 FEATURES OF COMPARATIVE PUBLIC ADMINISTRATION 5.6 SCOPE OF COMPARATIVE PUBLIC ADMINISTRATION 5.7 SIGNIFICANCE AND FUTURE OF COMPARATIVE PUBLIC ADMINISTRATION 5.8 CONCLUSION 5.9

SUMMARY 5.10 GLOSSARY 5.11 QUESTIONS 5.12 REFERENCES 5.1LEARNING OBJECTIVES ?

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To understand the factors that led to the evolution of Comparative Public Administration ?

To look into the definitions of Comparative Public Administration and its difference with Public Administration. ? Analyse the scope and significance of Comparative Public Administration. 5.2 INTRODUCTION Mohit Bhattacharya argues, "as a subfield Comparative Public Administration (CPA) is not in a position to claim an elaborate and long history". The interest in comparative governmental systems has been a lively field of both academic and practical enquiries. In the 18 th and 19 th centuries, leaders looked across borders for institutions from which they could either copy or reject. "the most important comparative research was done between 1895 and 1920, not by comparative law professors or participants of international congress, but by a sociologist Max Weber."

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Traditional comparative government and administrative studies were confined to big powers, such as the United States, Great Britain, France, Germany, the Soviet Union, and Italy. This was a limitation in the traditional studies. Besides, the traditional analysis focused mainly on the organization of government institutions, with a negligible emphasis on the behavioural or dynamic aspects of the government systems. Besides, most studies were descriptive in nature 157 and not analytical or explanatory or problem–oriented. Moreover, these studies did not take into account the interaction between the government systems and their environment. Fred Riggs calls these studies the "governments of foreign countries" rather than "comparative governments".

Comparative public administration has been of scholarly interest especially after the World War II. It has been interested in cross-cultural public administration.

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Woodrow Wilson in his seminal article "The Study of Administration" published the Political Science Quarterly (1887) had suggested that the USA should learn from the patterns of European administrative systems without borrowing from them their centralized monarchical political systems. This was a clear comparative orientation. Even L. D. White, who published the first text book in Public Administration 'Introduction to the Study of Public Administration' in 1926, was interested in constructing principles of administration that would provide guidelines of action in public administration of Russia, Great Britain, Iraq, and the United States.

Leonard White argued that "cultural factors did not make any difference in administrative settings, as in their view there were universal principles applicable to situations anywhere and everywhere." However, scholars such as Robert Dahl and Dwight Waldo argued that cultural factors cannot be ignored for it is them that could make public administration in one nation different from that in another. Dahl explained, "

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the comparative aspects of public administration have largely been ignored and as long as the study of public administration is not comparative, claim for 'science of administration' sounds rather hollow." 5.3

DEFINING COMPARATIVE PUBLIC ADMINISTRATION

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Comparative public administration is a branch of public administration as it considers the workings of government in different socio-economic and cultural settings. Like public administration, comparative administration covers a wide variety of activities. Scholars

interested in

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employing comparative approach focus varied issues ranging from public policy making and implementation in both developed and developing areas.

Such a study strengthens our understanding of public administration by expanding the empirical basis of the field. For "

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by taking a keen look at administrative processes in all socio-economic and ecological settings, we have a more holistic view of the larger field." (

Otenyo, 2006:1)
158 Quite simply,

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comparative public administration is defined as the study of administrative systems in a comparative fashion or the study of public administration in other countries. Another definition for "comparative public administration" is the "quest for patterns and regularities in administrative action and behaviour". It

is quite helpful in understanding administrative setups and their functioning in various societies or countries. It helps us in answering questions such as

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what works and why it works. Furthermore, it helps in improvising administrative systems by making them more efficient

as we study the literature and theories on public administration across the familiar system with the help of practical experiments and analysis. One can also hope to adopt some of the administrative features if they

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can fit in our won systems. In addition, comparative studies also help in explaining factors responsible for cross-national and cross-cultural similarities as well as difference in the administrative systems. Thus, comparative public administration is a comparative study of diverse administrative systems, on whose conclusions most scientific efforts are made in public administration.

What is interesting is that

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comparative public administration can help in map patterns and regularities of administrative action and behaviour. Thus, one not one can gain information on the diversity of human experience, but also the

similarities and uniformities within and among states. For a

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comparison extends our knowledge of how to explore, reflect, and also better understand universal administrative features instead of being just restricted to ethnocentric views.

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As society is dynamic, it becomes imperative to reinterpret and re- evaluate administrative structures to be in line with the ever changing trends in life. This is best done through Comparative Public Administration. A comparative study is usually done on an interdisciplinary format, thus encouraging more analysis on social phenomena.

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Comparative public administration is considered to have the following purposes: 1. To learn the distinctive features of a particular administrative system or a cluster of systems. 2. To explain the factors responsible for cross-national and cross-cultural similarities and differences in administrative structure, functions, behaviour, and impact. 3. To examine the causes for the success or failure of particular administrative systems in their ecological settings. Thus, the discipline looks closely at the dynamic 159 interaction between administrative systems and their respective environments, including their positive and negative influences. 4. To understand the strategies of administrative reforms, their processes and impacts and the factors responsible for the level of success or failure of reforms. 5.4

THE ROLE OF COMPARATIVE ADMINISTRATIVE GROUP Comparative politics movement became quite popular after the Second World War and found

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acceptance in the USA and several other countries. While studying the political systems of different

countries, scholars also examined and analysed their administrative systems. Some

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of the scholars who took interests in comparative politics as well as comparative public administration are Leonard Binder, Joseph La Palombara, Alfred Diamant, Fred Riggs, Edward Weidnar, and Ferrel Heady. The Comparative Public Administration Movement borrowed from Comparative Politics Movement several concepts, methodologies, models, and theories. Comparative Public Administration

got its

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real impetus in 1962 when the Comparative Administrative Group of the American Society for Public Administration (APSA) received funding from the Ford Foundation.

This was the time when the Cold War was at its height.

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Fred W. Riggs was the chairman of the group from its inception till the end of 1970. The CAG conducted a series of seminars on comparative administrative systems, focusing on theoretical as well as applied perspectives. It published more than one hundred monographs and brought out several edited anthologies on various themes. The group also sponsored many research studies in countries of Asia, Europe, Latin America, and Africa. Besides, it was instrumental in publishing a quarterly, 'Journal of Comparative Administration' through SAGE publishers; the journal was later re-named as Administration and Society, which still continues to be published. Among the scholars, who were pioneers in the Comparative Public Administration Movement were Ralph Braibanti, Milton Esman, Ferrel Heady, John Montgomery, Fred Riggs, William Siffin, and Dwight Waldo.

The Ford funding was terminated in 1971, as research was oriented more towards research building rather than empirical and practical problem-solving. Ferrel Heady explains

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five motivating concerns as addressed by CPA: 160 1. Search for theory 2. Urge for practical application 3. Incidental contribution of the broader field of comparative politics 4. Interest of researchers trained in the tradition of administrative law 5. Comparative analysis of ongoing problems of public administration.

DIFFERENCE BETWEEN CPA AND PUBLIC ADMINISTRATION It is important to point out certain difference between CPA and public administration. Mohit Bhattacharya argues, first, public administration has generally been culture- bound. The discipline in USA and UK, for instance, is grounded in politico- administrative realities of the two countries. Second, public administration generally differs from CPA in respect of its origin. The discipline, as it has evolved in the USA, has been practitioner-oriented and involved in the real world of administration. CPA, by contrast, has attempted to build theory and seek knowledge for the sake of knowledge. The beginning of CPA was enriched by the steady growth of the subfield called development administration. During the period between 1960s to 1970s, development administration dominated CPA, this was the time when Fred Riggs chaired ASPA's CAG group. This explains the interest in the public administration of the developing countries as Riggs was interested in it. Riggs desired CPA to be "empirical, nomothetic and ecological- that is, to put crudely, factual and scientific, abstracted and generalised, systematic and non-parochial."

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In 1973, with the efforts of Fred Riggs and other scholars, a Section on International and Comparative Administration (SICA) was set up which continues to promote study, teaching and research in comparative public administration. This comprised of practitioners and academics, who are interested in global public administration. It has done a

praiseworthy work of maintaining a key interest in the field comparative public administration. Annually, it awards Fred Riggs Award for outstanding contribution in the subfield.

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Through their aegis, the CAG movement churned out voluminous publications. These included Dwight Waldo (1963), Comparative Public Ad- ministration: Prologue, Problems, and Promise, and Ferrel Heady, Comparative Public Administration: Concerns and Priorities; 161 also in this genre was Ferrel Heady and Sybil Stokes (1962), Papers in Comparative Administration among others. Since this is not the central issue of the essay, our attention is directed to Comparative Public Administration: An Annotated Bibliography by Mark Huddleston (1984). 5.5

FEATURES OF COMPARATIVE PUBLIC ADMINISTRATION: The emergence of CPA can be summed up in two broad arguments: one, there was a need for comparison as a pre-requisite for the development of a science of public administration. Two, the need for comparison in the interest of practical governance and knowledge of facts. 1. It is relatively a young sub-field as it emerged only the Second World War. 2. There are competing and diverse approaches to the study of CPA and this is due to the different disciplinary contributions, along with the enthusiasm of the scholars who wished to chart out new directions. 3. By 1962, Riggs noted more and more nomothetic and ecological approaches, thus indicating the application of scientific rigour to analysis. Emphasis on normative considerations could be seen side by side with empirical analyses. 4. The field has been dominated by American scholars. This is because it received the initial support of Ford Foundation and also due to the deep interest expressed by the American scholars in studying the newly independent nations, especially their culture, politics and

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administration. 5. CPA has two basic motivational concerns: theory-building and administrative problems of the developing countries. 5.6 SCOPE OF

COMPARATIVE PUBLIC ADMINISTRATION: It goes without saying that

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the scope of CPA is as large as that of public administration. For any public

administration aspect whether they are structures, processes, behaviours, impacts, environments, all of these can be examined through comparative lens. Thus inevitably, they

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would fall under the scope of comparative public administration. The following studies in comparative public administration will explain its scope: 1. Cross-institutional Analysis: when two or more institutions or organizations are compared in terms of their structure, functions, processes, environment, and impact; such an analysis is called cross-institutional analysis. For

example,

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a comparison can 162 be made between the School Education Department with the Higher Education Department of West Bengal in term of efficiency and innovativeness. 2.

Intra-national and Cross-national: the word intra indicates it will be a comparative study

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of administrative structures within a country. The comparison can be inter- district or inter-

state but it takes place within the same country.in contrast, when we compare two administrative systems or their subsystems in two or more countries we refer to them as cross-national study or analysis. 3. Cross-

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national but Intra-cultural: When comparisons are made between the administrative systems of two or more nations belonging to the same 'culture', these are called cross-national but intra-cultural comparisons.

The word culture can raise questions, for it is not an easy term to define. Yet, studies are conducted with a working definition. For example,

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a study of the status of women in the administrative systems of India, Bangladesh, and Sri Lanka will be cross-national but intra-cultural.

for they belong to the South Asian nations that have some marked commonalities. 4. Cross-

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national and Cross-cultural: studies made in two or more nations belonging to various levels of socio-economic development will

come under the category of cross national. Culture also the nature of political system, when two countries of different political culture are compared we refer it to be cross –cultural. However, one should also

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remember that cultural category of nations can change from time to time. 5.

Cross-temporal studies: the word temporal refers to time. When a comparision is made involving

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two or more specific distinguishable time-periods, are cross-temporal studies. For instance, district administration in pre-independence and post- independence periods will be considered cross-temporal 5.7

SIGNIFICANCE AND FUTURE OF COMPARATIVE

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PUBLIC ADMINISTRATION: Robert Dahl in his well-known article entitled 'The Science of Public Administration: Three Problems' published in Public Administration Review, (1947) had observed that there cannot be a science of public administration without a comparative analysis. James Coleman, an eminent scholar of comparative politics, had observed "You cannot be scientific if you are 163 not comparative."

So we can see that through comparative analysis of administrative systems, we can get new insights into the administrative reality across national realities. Comparative public administration draws from several concepts and methodologies from disciplines such as Political Science, Sociology, Economics, Anthropology etc. Such inter-disciplinary approach can broaden and enrich the study of public administration to a greater extent. Traditionally we saw that

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public administration was confined to the study of only a select western countries and the environment of public administration was treated as 'given'.

However, with comparative public administration what we see is that there is an advocacy

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for the adoption of an ecological approach to the study of administrative systems. In this way, comparative studies have challenged parochialism in western studies. That the non-western world has its own administrative reality which has been of interest of many western scholars shows the conceptual transformation

that has taken place in the field. History is a witness how due to financial support, once upon a time, led to the reduction of academic interest in comparative administrative research. The reality is the work of public administration has from time and again provided ample opportunities for innovative comparative studies. We are living in a globalised world, there is no escape from inter-state interaction. In a world dominated by the principles of liberalisation, policies are often made not within the realm of national borders, but rather by international funding agencies and are also influenced by the forces of international economic transactions. How states interact with these agencies can be an interesting area of research through comparative analysis. Human Rights as an area of study that has been getting a lot of attention from international institutions and national governments. A comparative study of human rights enforcement and the challenges that they face can be of research interest. Public bureaucracies, private firms, voluntary agencies and community based organisations are coming together more and more and in the process the distinction between 'public' and 'private' is fading. What we are seeing is the how in different situations, nations are

164 promoting co-production and creating a climate of networking of 'governance'. All of these provide new thrust areas in comparative government analysis.

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The discipline of comparative public administration today is characterised by various institutional initiatives. The subject is now taught in a large number of foreign and Indian universities and colleges both at undergraduate

as well as postgraduate levels. Journals on public administration encourages authors to submit their research work on comparative administrative systems. Robert Fried sums up the optimistic climate of comparative administrative studies, "the international interdependency of bureaucracies... the universalising of demands for human rights; the crucial role of publics in resisting or promoting reform, the nature of the status as members of first, second, or third worlds-all of these present students and practitioners of comparative public administration with unexpected challenges to understanding, unexpected opportunities for research and conceptual development."Mohit Bhattacharya adds to this with his own words of optimism, "it seems CPA is poised today for resurrection as the situation worldwide is getting more and more propitious for comparative administrative analysis." 5.8CONCLUSION

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Comparative studies of public administration have stressed improvements in the structures, processes, and behavioural patterns of public administrative systems in diverse settings.

One of the

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related benefit of the study of comparative public administration has been in the emergence of the concept of 'development administration,' which has become a key strategy for holistic transformation of various societies. It is accepted widely that development administration is a goal-oriented and a change-oriented administration and is the main engine of all round progress of a country. 5.9

SUMMARY ?

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Comparative public administration is a branch of public administration. ? As an approach, it considers the workings of government in different socio- economic and cultural settings. 165 ?

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It is a very significant area of study in Public Administration as it helps in understanding administrative setups and their functioning in various settings and societies/countries and what works and why it works. ?

CPA evolved post Second World War and since then the subfield has been in an ever- rowing trajectory. ?

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Comparative administration seeks to strengthen our understanding of broader public administrative processes by trying to expand the empirical basis of the field. ? By taking a keen look at administrative processes in all socio-economic and ecological settings, we have a more holistic view of the larger field

of public administration. 5.10 Glossary ? Comparative method: a method by which a study is made on two or more variables, where the aim is to find out both the similarities as well as the dissimilarities. ? Cultural factors: a set of values and ideologies of a particular community or group of individuals. ? Comparative Administrative Group: Comparative Public Administration got its

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real impetus in 1962 when the Comparative Administrative Group of the American Society for Public Administration (APSA) received funding from the Ford Foundation. ?

Development Administration:

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the term came to be used in 1950s to represent those aspects of public administration and those changes in public administration which are needed to carry out policies, projects and programmes to improve social and economic conditions. ?

Nomothetic: relating to the study or discovery of general scientific laws. 5.11 Questions Long Questions 1. Analyse the emergence of Comparative Public Administration as a sub-field in public administration. 2. What do you understand by Comparative Public Administration? Discuss its features.
166 3. Discuss the role of the Comparative Administrative Group in the development of Comparative Public Administration. 4. Critically analyse the scope and significance of Comparative Public Administration in the field of Public Administration. Short Questions 1. What do you understand by Comparative Public Administration? 2. Explain the difference between Comparative Public Administration and Public Administration. 3. Discuss the five concerns addressed by Comparative Public Administration explained by Ferrel Heady. 4. Analyse the main purposes of Comparative Public Administration. 5. In which ways has Comparative Public Administration contributed in making Public Administration more holistic in nature. 6. Discuss the studies that can be made in public administration using the comparative method. 5.12 References ?

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Eric

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The new paradigm for public administration must be comparative i.e., global, since the solution of the problem to which it addresses itself will require increasing communication between scholars and practitioners in all countries". ---

The new paradigm for public administration must be comparative i.e., global, since the solution of the problem to which it addresses itself will require increasing communication between scholars and practitioners in all countries.

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the comparative aspects of public administration have largely been ignored; and as long as the study of public administration is not comparative, claims for ''a science of public administration'' sound rather hollow. Conceivably there might be a science of American public administration and a science of British public administration and a science of French public administration; but can there be a ''science of public administration'' in the sense of a body of generalized principles independent of their peculiar national setting? ---

the comparative aspects of public administration have largely been ignored; and as long as the study of public administration is not comparative, claims for ''a science of public administration'' sound rather hollow. Conceivably there might be a science of American public administration and a science of British public administration and a science of FERREL HEADY 64 French public administration; but can there be a ''science of public administration'' in the sense of a body of generalized principles independent of their peculiar national setting? 12

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for the probable development methods for the newly independent countries of Asia, Africa and Latin America.

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Notes on Literature Available for the Study of Comparative Public Administration'.

Notes on literature available for the study of comparative public administration.

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the comparative administration group (CAG) (which was a special division of the American Society for Public Administration) from 1960 to 1973.

the Comparative Public Administration Group (CAG) was set up, as a committee of the American Society for Public Administration. It was from 1963 to 1970

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questions 1.9 References 1.1. LEARNING OBJECTIVES
After reading this Unit, one should be able to: ? Explain

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is mainly concerned with the executing and implementing part of governmental activity.

is mainly concerned with the executing and implementing part of the governmental activity,

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Public Administration consists of getting the work of government done by coordinating the efforts of the people so that they can work together to accomplish their set tasks. Public administration is concerned with the activities of the government,

Public Administration consists of getting the work of government done by coordinating the efforts of the people so that they can work together to accomplish their set tasks." E.N. Public Administration is concerned with the administration of the government."

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Theory building in public administration is not an easy task to do, because there are various kinds of public organisations, administrative structures and processes has been developed in the study of public administration. The aim of public administrative theory is to achieve politically legitimated goals by constituency moulded means. For the success of public administration, public administrators have borrowed various methods, role, and theories from the other disciplines like economic, sociology, psychology etc. Theory building in public administration is not only related to develop a theory of administration but also to formulate a set of theories. Administrative theory is basically deals in the various ideas and views of various scholars. Administrative theory is that theory, which. helps to develop the other theories in the field of public administration. They are administrative management theory, the scientific management approach, the bureaucracy approach, the human relations approach, the behavioural approach, 13 the systems approach, public-policy approach, decision making theory, public choice theory, and in the end, it creates new public administration. Administrative theory helps to growth various theories in the field of public administration, which is briefly discussed in the following: 1.3.1 Administrative Management: Theory Administrative management theory is that a science of administration can be developed based on some principles and experience of administrators. It deals primarily with formal organisation structure. The basic aims of this theory are efficiency and economy. It explains briefly in the words of Henry Fayol, Luther Gullick and Lyndall Urwick. Henry Fayol is considered the father of administrative management theory. He mainly focusses on the development of broad administrative principles which are applicable to general and higher management levels. He defined management in terms of five functions, Planning, Organizing, Commanding, Coordinating and Controlling. Gullick explains major management techniques by the word POSDCORB, which stands for a different technique such as, Planning, Organizing, Staffing, Directing, Coordinating, Reporting and Budgeting. The administrative management theory is marked by the four basic features, impersonal, specialization, efficiency, and hierarchy. Although, the exponents of this theory, they often invoked the name of science, but they did not even come close to using established scientific methods. Their principles were derived from experience and collections of information. 1.3.2 The Scientific Management Approach: The scientific

Theory building in public administration is not an easy task to do, because there are various kinds of public organisations, administrative structures and processes has been developed in the study of public administration. The aim of public administrative theory is to achieve politically legitimated goals by constituency moulded means. For the success of public administration, public administrators have borrowed various methods, role and theories from the other disciplines like economic, sociology, psychology etc. Theory building in public administration is not only related to develop a theory of administration but also to formulate a set of theories. Administrative theory is basically deals in the various ideas and views of various scholars. Administrative theory is that theory, which. helps to develop the other theories in the field of public administration. They are administrative management theory, the scientific management approach, the bureaucracy approach, the human relations approach, the behavioral approach, the systems approach, public-policy approach, decision making theory, public choice theory, and in the end it creates new public administration. Administrative theory helps to growth various theories in the field of public administration, which is briefly discussed in the following: Administrative Management: Theory Administrative management theory is that a science of administration can be developed based on some principles and experience of administrators. It deals primarily with formal organisation structure. The basic aims of this theory are efficiency and economy. It explains briefly in the words of Henry Fayol, Luther Gullick and Lyndall Urwick. Henry Fayol is considered the father of administrative management theory. He mainly focus on the development of broad administrative principles which are applicable to general and higher management levels. He defined management in terms of five functions,Planning, Organizing, Commanding, Coordinating and Controlling. Gullick explains major management techniques by the word POSDCORB, which stands for a different techniques such as, Planning, Organizing, Staffing, Directing, Coordinating, Reporting and Budgeting. The administrative management theory is marked by the four basic features, impersonal, specialization, efficiency, and hierarchy. Although, the exponents of this theory, they often invoked the name of science, but they did not even come close to using established scientific methods. Their principles were actually derived from experience and collections of information. The Scientific Management Approach: The

management approach was based on the design and the operation of production processes on the shop level of the organisation. Scientific management refers to the time motion studies. It signing in the United States in twentieth century by contribution of the scientific management school. The key representatives of this school are Lillian Gilberth. F.W. Taylor is the father of scientific management. Scientific management theory concern was to improve organisational efficiency and economy for the sake of the creational production. Taylor's belief that economic incentives are strong enough to motivate the worker for the increased production in the organisation. The major principles of scientific management are: ? It based on standardization of work methods. ? It deals with scientific selection and training of workers. ? It was an open advocacy of an equal division of work and responsibility between management and workers. ? There should be active cooperation and cordial relations between management and workers. 1.3.3. Bureaucratic Approach: The bureaucratic approach was systematically developed by German sociologist Max Weber in the twentieth century. He was first to describe its characteristics systematically. According to the Weber, bureaucracy is superior to any other form decision, precision, stability, discipline, and reliability. 14 For Max Weber, the national-legal bureaucracy was a prime example of rationalization and its impact on Western socio-economic and political institutions. Weber's explain the characteristics of the bureaucratic forms of organisation is based on Division of Labour, Hierarchy, Rules, Rationality, Inter personality, Rule orientation and Neutrality. 1.3.4 The Human Relations Approach: The basic of the human relations theory lies in its primary in human beings, psychological motivations, and informal group behaviour in the organisation. This theory focuses on management as a web of interpersonal relationships and it is also based on the behaviour of role occupants in an organisation than on the formal structure of the organisation. This theory came from the Hawthorne experiment which were carried out in the USA by Elton Mayo and his colleagues of the Harvard Business School in the late 20th century. In the first experiment workers operating under a piece-rate system. Overall, the significance of Hawthorne investigation was in discovering the informal organisation which it is now realized exists in all organisations. 1.3.5 Behavioural Approach: Herbert Simon, Douglas McGregor, Abraham Maslow, Kurt Lewin, Chester Barnard, Mary Parker Follet, Rensis Likert and Wanen Bennis are some of the foremost behavioural scientists who contributed in the development of the Behavioural

scientific management approach was based on the design and the operation of production processes on the shop level of the organisation. Scientific management refers to the time motion studies. It signing in the United States in twentieth century by contribution of the scientific management school. The key representatives of this school are Lillian Gilberth. F.W. Taylor is considered to be the father of scientific management. Scientific management theory concern was to improve organisational efficiency and economy for the sake of the creational production. Taylor's belief that economic incentives are strong enough to motivate the worker for the increased production in the organisation. The major principles of scientific management are: • It based on standardization of work methods. • It deals with scientific selection and training of workers. • It was an open advocacy of an equal division of work and responsibility between management and workers.• There should be active cooperation and cordial relations between management and workers. Bureaucratic Approach: The bureaucratic approach was systematically developed by German sociologist Max Weber in the twentieth century. He was first to describe its characteristics systematically. According to the Weber, bureaucracy is superior to any other form decision, precision, stability,. discipline and reliability. For Max Weber, the national-legal bureaucracy was a prime example of rationalization and its impact on Western socio-economic and political institutions. Weber's explain the characteristics of the bureaucratic forms of organisation is based on Division of Labor, Hierarchy, Rules, Rationality, Inter personality, Rule orientation and Neutrality. The Human Relations Approach: The basic of the human relations theory lies in its primary in human beings, psychological motivations and informal group behavior in the organisation. This theory focuses on management as a web of interpersonal relationships and it is also based on the behavior of role occupants in an organisation than on the formal structure of the organisation. This theory came from the Hawthorne experiment which were carried out in the USA by Elton Mayo and his colleagues of the Harvard Business School in the late 20th century. In the first experiment workers operating under a piece-rate system. On the whole, the significance of Hawthorne investigation was in discovering the informal organisation which it is now realized exists in all organisations. Behavioral Approach: Herbert Simon, Douglas McGregor, Abraham Maslow, Kurt Lewin, Chester Barnard, Mary Parker Follet, Rensis Likert and Wanen Bennis are some of the foremost behavioral scientists who contributed in the development of the Behavioral approach to organisation.

approach to organisation. Behavioural scientists explain that an industrial organisation should be considered a social system which has both economic and social dimension. Every member of the organisation is unique to some degree. 1.3.6 Public Policy making: The model of public policy making are more concerned with the objective of forming better policies for the state. The public policy maker as a person who does not have the brain, time, and money to fashion truly different policies. Public policy-making organs in India are, Constitution, Parliament, Cabinet, Planning Commission, National Development Council, Judiciary, Civil Services, Press, Political Posters, Pressure and Interest Groups, Professional Associations, and Voluntary Organisations. In our nation, policy is formulated by the cabinet or minister but it is implemented by the civil servants. Policy-making is done at the Union and State level in India. 1.3.7New Public Administration: New Public Administration was used to describe new philosophical outlook for public administration, which is specially based on efficiency and economy. It began to be said that efficiency is not the soul of public administration. Man is the focal point of all administration activities who cannot be subjected to the mechanical test of efficiency. New public administration is movement inspired by younger scholars. Overall, the new public administration has stressed on four important goals relevance, values, equity, and change. 15 Therefore, it is no doubt that, the study of public administration is a systematic body of knowledge which is mainly study of administrative system of the organisation. It goals to improve production and create efficiency of workers. In the public administration, the organisation is based on scientific management which is need for modern welfare state. Thus, administrative theory really is very useful for the modern state because it is based on the scientific management. It brings change in structure and process of the system of the government organisation. At last, it brings a new kind of public administration in the modern state, of which basic aim is managerial orientation. 1.4.

Behavioral scientists explain that an industrial organisation should be considered a social system which has both economic and social dimension. Every member of the organisation is unique to some degree. Public Policy making: The model of public policy making are more concerned with the objective of forming better policies for the state. The public policy maker as a person who does not have the brain, time, and money to fashion truly different policies. Public policy-making organs in India are, Constitution, Parliament, Cabinet, Planning Commission, National Development Council, Judiciary, Civil Services, Press, Political Posters, Pressure and Interest Groups, Professional Associations, and Voluntary Organisations. In our nation, policy is formulated by the cabinet or minister but it is implemented by the civil servants. Policy-making is done at the Union and State level in India. New Public Administration: New Public Administration was used to describe new philosophical outlook for public administration, which is specially based on efficiency and economy. It began to be said that efficiency is not the soul of public administration. Man is the focal point of all administration activities who cannot be subjected to the mechanical test of efficiency. New public administration is movement inspired by younger scholars. On the whole, new public administration has stressed on four important goals relevance, values, equity and change. Therefore, it is no doubt that, the study of public administration is a systematic body of knowledge which is mainly study of administrative system of the organisation. It goals to improve production and create efficiency of workers. In the public administration, the organisation is based on scientific management which is need for modern welfare state. Thus, administrative theory really is very useful for the modern state because it is based on the scientific management. It bring change in structure and process of the system of the government organisation. At last it bring a new kind of public administration in the modern state, of which basic aim is managerial orientation.

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W. & Gunn, L.A. (1987). Policy Analysis for the Real World. London: Oxford University Press.

W. and Gunn, Lewis A., Policy Analysis for the Real World, Oxford University Press,

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After studying this unit, you will be able to: 1. Discuss the essential features, merits, and limitations of the Ecological Approach to the study of Comparative Public Administration; 2. Appreciate the

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the ecology of Public Administration. i.e. the interaction of administration and its environment, it is necessary to have an understanding of the society and the various factors affecting its functioning. The ecological approach to the study of public Administration was initiated by J.M. Gaus, Robert A. Dahl and Robert A. Merton long before Fred W. Riggs. But it was Riggs who made a significant contribution to this approach:

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the relationship between the administrations and the economic, social, technological, political and communication factors from a wide perspective. He

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Agraria and Industria- Toward a Typology of Comparative Administration' published in

Agraria and Industria: Toward a Typology of Comparative Administration," published in 1955,

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In adopting a deductive procedure, the —fused-prismatic-diffractedll model likewise ignores the ultimate goal of public administration in its attempt to build a value-free science. W. Wilson argues that the primary function of any public administration is to work efficiently. So, it should be obvious that a public administration cannot and should not abandon sure values. Moreover, while the —fused-prismatic-diffracted modelll tends to supplement its theory with empirical proof, it is sometimes hard to find appropriately related proof. The uniqueness of Riggs 'theory is undeniably influential. Yet, his theory is to some extent predicated on logical speculation or assumptions. For instance, Riggs believes that formalism is the primary and sole factor in rising administrative hierarchical power within prismatic societies. This argument, though, is too simple and unequivocal to accept. To illustrate his argument, Riggs uses American society as his model of a diffracted society. The shortcoming here is, although American society is a developed and industrialized country, one cannot infer that it is free of formalism and no longer a prismatic society. So, the theoretical hypothesis that American society is a model which one should use in constructing a diffracted society is both inappropriate and unsatisfactory.

In adopting a deductive process, the "fused-prismatic-diffracted" model likewise ignores the ultimate goal of public administration in its attempt to build a value-free science. W. Wilson argues that the primary function of any public administration is to work efficiently. Therefore, it should be obvious that a public administration cannot and should not abandon certain values. Moreover, while the "fused-prismatic-diffracted model" tends to supplement its theory with empirical evidence, it is sometimes difficult to find appropriately related evidence. The uniqueness of Riggs' theory is undeniably influential. Yet, his theory is to some extent predicated on logical speculation or assumptions. For instance, Riggs believes that formalism is the primary and sole factor in increasing administrative hierarchical power within prismatic societies. This argument, however, is too simple and unequivocal to accept. To illustrate his argument, Riggs uses American society as his model of a diffracted society. The shortcoming here is, although American society is a developed and industrialized country, one cannot infer that it is free of formalism and no longer a prismatic society. Therefore, the theoretical hypothesis that American society is a model which one should use in constructing a diffracted society is both inappropriate and unsatisfactory.

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to avoid. From a purely functional or linguistic point of view, the —fused prismatic-diffracted model uses too much terminology and dedicated jargon. To understand it, one necessity patiently wades through the definitions provided by Riggs himself. Therefore, in designing a new model, and in the effort to distinguish it from others, Riggs recognized a unique vocabulary that has no application whatsoever to other models. In addition, from a structural perspective, the —fused-prismatic-diffractedll model is awkwardly divided into three sections. This kind of organization reflects the model ‘s formalist limitations. Factors that cause or instigate social transformations are latent, unstable, and indefinite at best. In describing the development of Middle Eastern society, D. Lerner ‘s —The Passing of Traditional Society proves this point decisively. Certainly, there are societies whose transformations have occurred as a result of powerful external forces. Under these circumstances, if one insists on using the —fused-prismatic diffractedll model for analytical purposes, the result would be irrelevant to the facts 2.8

to avoid. From a purely functional or linguistic point of view, the “fused-prismatic-diffracted” model uses too much terminology and specialized jargon. To understand it, one must patiently wade through the definitions provided by Riggs himself. Thus, in designing a new model, and in the effort to distinguish it from others, Riggs established a unique vocabulary that has no application whatsoever to other models. In addition, from a structural perspective, the “fused-prismatic-diffracted” model is awkwardly divided into three sections. This type of organization reflects the model’s formalist limitations. Factors that cause or instigate social transformations are latent, unstable, and indefinite at best. In describing the evolution of Middle Eastern society, D. Lerner’s “The Passing of Traditional Society” proves this point decisively. Certainly, there are societies whose transformations have occurred as a result of powerful external forces. Under these circumstances, if one insists on using the “fused prismatic diffracted” model for analytical purposes, the result would be irrelevant to the facts.

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Riggs openly admits that the prismatic model is appropriate only for examining phenomena that occur throughout the social transformation procedure. In an actual society, though, —independent variablesll and —dependent variablesll are complex and therefore hard to predict. Consequently, causal inference is

Riggs openly admits that the prismatic model is suitable only in examining phenomena that occur during the social transformation process. In an actual society, however, “independent variables” and “dependent variables” are complex and thus hard to predict. Consequently, causal inference is

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principles and behavioural theories concentrate on human behaviour in the organisation. But ecological theories emphasise the interaction of administration with its environment. ? Both in content and in analysis, Riggs's ecological

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the administrative system. His approach and models help us in examining the administrative process in developing countries.

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Arora, Ramesh K. 2021. Comparative Public Administration: An Ecological Perspective. New Delhi: New Age International. Heady, Ferrel. 1995. Public Administration: A Comparative Perspective. New York. Marcel Dekker.

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Ferrel. 1979. Public Administration: A Comparative Perspective. Englewood Cliffs, New Jersey: Prentice-Hall,

Ferrel Heady: Public Administration: A Comparative Perspective: 3 rd Englewood Cliffs: New Jersey: Prentice-Hall, 1984. [5]

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his administrative models are difficult to find, they help us in appreciating the realities. ? The Sala model provides an opportunity to analyse and understands the administrative system in developing countries. It also facilitates

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Administration in Developing Countries: Theory of Prismatic Society. Boston: Houghton Mifflin.

Administration in Developing Countries: The Theory of Prismatic Society (Boston: Houghton Mifflin, 1964)

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a situation in which every function has a corresponding specialised structure for its performance. ?

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After studying this unit, one will be able to ? Understand the beginning of the era of comparative public administration in the

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the inherent normative implication of Public Administration (2) what a science of Public Administration must be based upon a study of human behaviour and (3) that "as long as the study of Public Administration is not comparative, claims for a science

The inherent normative implication of public administration, 2. What a science of public administration must be based upon a study of human behavior, and 3. That "as long as the study of public administration is not comparative, claims for a science

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ecological approach. Administration and its environment influence each other and an understanding of

Ecological Approach Administration and its environment influence each other and the understanding of

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between an animal species and its natural environment. The Ecological approach to the study of public administration was initiated (in the order) by J.M. Gans (1947), Robert. A. Dahl (1969), Roscoe Martin (1952) and FW. Riggs (1961).

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34/307	SUBMITTED TEXT	189 WORDS	98%	MATCHING TEXT	189 WORDS

In 1961, F.W. Riggs in his book, "The Ecology of Public Administration" explored from a comparative perspective the interaction between public administration and the environment in which it develops. In analysing the administrative system from the ecological point of view, Riggs mainly used the structural- functional approach. Talcott Parsons, Robert Merton, Marion Levy, Gabriel Almond and David Apter are the other thinkers who adopted this approach in their works. The ecological approach views public bureaucracy as a social institution which is continuously interacting with the economic, political and socio-cultural sub-systems of a society. Bureaucracy is not only affected by these environmental systems but also affects them in turn. Thus, this approach emphasizes the necessary interdependence of public bureaucracy and its environment. In the opinion of Riggs, administrative institutions are shaped and affected by their social, economic, cultural and political environment. Therefore, he emphasizes that to understand better the real nature, operations and behaviour of a particular administrative system, one should identify and understand deeply various environmental factors influencing it. The ecological approach determines how an administrative system operates in practice. Thus, it is useful to understand administrative realities.

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35/307	SUBMITTED TEXT	693 WORDS	96%	MATCHING TEXT	693 WORDS

Fred W. Riggs' article "Agraria and Industrial Toward a Typology of Comparative Administration," published in 1955, won him wide acclaim among scholars. Since the publications of The Ecology of Public Administration (1961) and Administration in Developing Countries (1964), Riggs' position and reputation in the field of comparative public administration have been peerless. T. Parsons once said that "sociologists all critique Max Weber, but no one can do social research independently and scientifically without referring to Weber's theories." In the same manner, those who study comparative public administration will criticize Fred W. Riggs' "fused-prismatic-diffracted model," but in conducting research, no one is free of Riggs' influence. The limits of Riggs' theory can be summarized along the following lines. First, one school of thought that supports the "fused-prismatic-diffracted model" believes that this model can replace empirical studies in general. In other words, empirical studies are regarded as having little to no value. The primary reason for this stems from the perspective that empirical studies are time-consuming and expensive. As Milne astutely points out, however, it is dangerous for novice scholars to rely entirely upon model theories. Shortcomings arise when scholars erroneously believe that once one is familiar with one model of administrative theory, one can draw broad conclusions about the administrative features of all regions without conducting empirical research. A second critique of Riggs' theory identifies the scope of the "fused-prismatic-diffracted model" as being too broad and abstract. Riggs' structural function studies, which include several cultural factors-including economic, social, and political-are difficult to follow. Therefore, some scholars may be tempted to denounce this kind of large-scale theory as middle-range theory, and hence, consider empirical investigations as supplemental. The objective is thus to shorten the distance between theory and practice. Concrete examples include the study of the influence of foreign capital enterprises on political transformations and minutely detailed categorizations of the hierarchical power system. Another critique of the "fused-prismatic-diffracted" model argues that while it is predicated on the notion of deduction, there is little empirical evidence to support it. Most sciences require empirical evidence so that results can be verified, not only repeatedly but also at any time and place. Moreover, objective comparisons would then likewise be possible. Riggs, however, endeavours to prescribe "formalism" as a given standard, and most scholars consider this concept unsatisfactory.

Fred W. Riggs' article "Agraria and Industria: Toward a Typology of Comparative Administration," published in 1955, won him wide acclaim among scholars. Since the publications of The Ecology of Public Administration (1961) and Administration in Developing Countries (1964), Riggs' position and reputation in the field of comparative public administration has been peerless. T. Parsons once said that "sociologists all critique Max Weber, but no one can do social research independently and scientifically without referring to Weber's theories." In the same manner, those who study comparative public administration will criticize Fred W. Riggs' "fused-prismatic diffracted model," but in conducting research, no one is free of Riggs' influence. The limits of Riggs' theory can be summarized along the following lines. First, one school of thought that supports the "fused-prismatic-diffracted model" believes that this model can replace empirical studies in general. In other words, empirical studies are regarded as having little to no value. The primary reason for this stems from the perspective that empirical studies are time-consuming and expensive. As Milne astutely points out, however, it is dangerous for novice scholars to rely entirely upon model theories. Shortcomings arise when scholars erroneously believe that once one is familiar with one model of administrative theory, one can draw broad conclusions about the administrative features of all regions without conducting empirical research. A second critique of Riggs' theory identifies the scope of the "fused-prismatic diffracted model" as being too broad and abstract. Riggs' structural function studies, which include several cultural factors--including economic, social, and political—are difficult to follow. Therefore, some scholars may be tempted to denounce this kind of large-scale theory as middle-range theory, and hence, consider empirical investigations as supplemental. The objective is thus to shorten the distance between theory and practice. Concrete examples include the study of the influence of foreign capital enterprises on political transformations, and minutely detailed categorizations of hierarchical power systems. LACK OF EMPIRICAL EVIDENCE Another critique of the "fused-prismatic-diffracted" model argues that while it is predicated on the notion of deduction, there is little empirical evidence to support it. Most sciences require empirical evidence so that results can be verified, not only repeatedly but also at any time and place. Moreover, objective comparisons would then likewise be possible. Riggs, however, endeavors to prescribe "formalism" as a given standard, and most scholars

Moreover, when scholars attempt to use Riggs' model to study the administrative systems of foreign countries, they often encounter numerous difficulties. Scholars have also found that in some cases the "fused-prismatic-diffracted model" ignores certain variables, but in others it exaggerates them. For instance, as Riggs himself pointed out, aside from cultural factors others should also be considered. These include historical background, the political structure of postcolonial countries, territorial size, the status of hierarchical power, and the role of the military, as well as social ideologies. Most importantly, the unique circumstances of each country will have a profound influence on administrative behaviour. Yet, these are factors Riggs seldom discusses. In adopting a deductive process, the "fused prismatic-diffracted" model likewise ignores the ultimate goal of public administration in its attempt to build a value-free science. W. Wilson argues that the primary function of any public administration is to work efficiently. Therefore, it should be obvious that a public administration cannot and should not abandon certain values. Moreover, while the "fused-prismatic-diffracted model" tends to supplement its theory with empirical evidence, it is sometimes difficult to find appropriately related evidence. The uniqueness of Riggs' theory is undeniably influential. Yet, his theory is to some extent 33 predicated on logical speculation or assumptions. For instance, Riggs believes that formalism is the primary and sole factor in increasing administrative hierarchical power within prismatic societies. This argument, however, is too simple and unequivocal to accept. To illustrate his argument, Riggs uses American society as his model of a diffracted society. The shortcoming here is, although American society is a developed and industrialized country, one cannot infer that it is free of formalism and no longer a prismatic society. Therefore, the theoretical hypothesis that American society is a model which one should use in constructing a diffracted society is both inappropriate and unsatisfactory. 3.5

consider this concept as unsatisfactory. Moreover, when scholars attempt to use Riggs' model to study the administrative systems of foreign countries, they often encounter numerous difficulties. Scholars have also found that in some cases the "fused-prismatic-diffracted model" ignores certain variables, but in others it exaggerates them. For instance, as Riggs himself pointed out, aside from cultural factors there are others that should also be considered. These include historical background, the political structure of post-colonial countries, territorial size, the status of hierarchical power, and the role of the military, as well as social ideologies. Most importantly, the unique circumstances of each country will have a profound influence on administrative behavior. Yet, these are factors that Riggs seldom discusses. IGNORING THE ULTIMATE GOAL OF PUBLIC ADMINISTRATION In adopting a deductive process, the "fused-prismatic-diffracted" model likewise ignores the ultimate goal of public administration in its attempt to build a value-free science. W. Wilson argues that the primary function of any public administration is to work efficiently. Therefore, it should be obvious that a public administration cannot and should not abandon certain values. Moreover, while the "fused-prismatic-diffracted model" tends to supplement its theory with empirical evidence, it is sometimes difficult to find appropriately related evidence. The uniqueness of Riggs' theory is undeniably influential. Yet, his theory is to some extent predicated on logical speculation or assumptions. For instance, Riggs believes that formalism is the primary and sole factor in increasing administrative hierarchical power within prismatic societies. This argument, however, is too simple and unequivocal to accept. To illustrate his argument, Riggs uses American society as his model of a diffracted society. The shortcoming here is, although American society is a developed and industrialized country, one cannot infer that it is free of formalism and no longer a prismatic society. Therefore, the theoretical hypothesis that American society is a model which one should use in constructing a diffracted society is both inappropriate and unsatisfactory.

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Public Administration: A Comparative Perspective. Englewood Cliffs, New Jersey: Prentice-Hall,

Public Administration: A Comparative Perspective: 3 rd edition: Englewood Cliffs: New Jersey: Prentice-Hall, 1984. [5]

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Comparative public administration focuses on Public Administration as a field of study and research rather simple execution of tasks. Haroon A. Khan defined Comparative Public administration as a quest for searching patterns and regularities in administrative behaviour and action and to characterize them in present-day nation-states. 3.3

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38/307 **SUBMITTED TEXT** 21 WORDS **58%** **MATCHING TEXT** 21 WORDS

Waldo, D. (1967) "The study of Public Administration" New York: Random House. Willoughby, W.F. (1927) "Principles of Public Administration"

Waldo: The study of Public Administration: New York; Random House, 1955. [9] Leonard D White, "The Meaning of Principles of Public Administration,"

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39/307 **SUBMITTED TEXT** 17 WORDS **85%** **MATCHING TEXT** 17 WORDS

A Critique of Fred W. Riggs' Ecology of Public Administration. International Public Management Review, 9(1), 213–226.

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In 1963, the Comparative Public Administration Group (CAG) was set up, as a committee of the American Society for Public Administration. It was funded from 1963 to 1970 by the Ford Foundation. Fred W. Riggs was the chairman of the group from its inception till the end of 1970. The CAG conducted a series of seminars on comparative administrative systems, focusing on theoretical as well as applied perspectives. It published more than one hundred monographs and brought out several edited anthologies on various themes. The group also sponsored many research studies in countries of Asia, Europe, Latin America, and Africa. Besides, it was instrumental in publishing a quarterly, 'Journal of Comparative Administration' through SAGE publishers; the journal was later re-named Administration and Society, which continues to be published. Among the scholars, who were pioneers in the Comparative Public Administration Movement were Ralph Braibanti, Milton Esman, Ferrel Heady, John Montgomery, Fred Riggs, William Siffin, and Dwight Waldo.

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41/307 **SUBMITTED TEXT** 32 WORDS **79%** **MATCHING TEXT** 32 WORDS

Riggs, F. W. (1962). "Trends in the Comparative Study of Public Administration," International Review of Administrative Science Vol. 27(1), 35 Riggs, F. W. (1964). Administration in

Riggs, F. W. (1962). Trends in the comparative study of public administration. International Review of Administrative Sciences, 28(1), 9–15. Scholar • Riggs, F. W. (1998). administration in

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period. The sheer bulk and great diversity of the output generalizes hazardous. Nevertheless, it is possible to identify some characteristic features, which not only show what was accomplished but also foreshadow some of the predicaments faced later by the comparative administration movement. One obvious enduring influence can be traced to the large-scale post-war effort to export administrative know-how through unilateral and multilateral technical assistance programs. The CAG inherited the then favourable reputation and shared many of the attitudes associated with the public administration technical assistance efforts of the 1950s. Experts in public administration, not only from the United States but from numerous European countries as well, were scattered around the world, engaged in similar projects to export administrative technology, largely drawn from American experience to a multitude of developing countries. Looking back, one of these experts describes the scene as follows: The 1950s was a wonderful period. The ''American Dream'' was the ''World Dream'' – and the best and quickest way to bring that dream into reality was through the mechanism of public administration. The net result of all this enthusiastic action was that in the 1950s public administration was a magic term and public administration experts were magicians, of a sort. They were eagerly recruited by the United States aid-giving agencies and readily accepted most of the new nations, along with a lot of other experts as well. Another well-informed participant observer takes 1955 as the baseline year and describes it as ''a vintage year in a time of faith – faith in the developmental power of administrative tools devised in the West. It was a sanguine year in a time of hope – hope that public administration could lead countries toward modernization. It was a busy year in a brief age of charity – the not-unmixed charity of foreign assistance. 'Members of the CAG, many of whom had been or still were active participants in such programs, shared as a group most of the assumptions of the public administration experts, at least initially. Siffin has provided an accurate and perceptive analysis of the orientations, which marked this era, noting several major features. The first was a tool or technology orientation. The best developed and most widely exported of these processes were in the fields of personnel administration and budgeting and financial administration, but the list included administrative planning, records management, work simplification, tax and revenue administration, and at least the beginnings of computer 38 technology. Part of the tool orientation was a belief that

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use of the tools could be essentially divorced from the substance of the governmental policies, which they would be serving. Second, there was a structural orientation that placed great emphasis on the importance of appropriate organizational arrangements and assumed that organizational decisions could and should be based on rational considerations. For the most part, organizational forms then popular in the West were thought of as the most fitting, and organizations recommended for the developing countries usually emulated some model familiar to the expert at home. Underlying these administrative manifestations were certain value and contextual orientations that helped explain the specifics of technical assistance recommendations. The instrumental nature of administration was the core value, with related supportive concepts of efficiency, rationality, responsibility, effectiveness, and professionalism. Education and training projects, including the sending of thousands of individuals to developed countries and the establishment of about seventy institutes in developing countries, were designed to inculcate these values as well as transmit technical know-how in specific subjects. Probably most important of all, these normative elements, particularly the commitment to responsibility as a basic value, were in Siffin's words ''predicated upon a certain kind of socio-political context – the kind of context which is distinguished in its absence from nearly every developing country in the world.'' This context included economic, social, political, and intellectual aspects drawn mainly from U.S. experience and to some extent from other Western democratic systems. Politically, for example, these systems operated ''within reasonably stable political frameworks, with limited competition for resources and mandates. In this milieu, administrative technologies provided order more than integration. The political context of administration was generally predictable, supportive, and incrementally expansive.'' In this and other respects, Siffin concluded that ''the radical differences between the U.S. administrative context and various overseas situations were substantially ignored. 4.4.

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The positive influence and contribution of comparative public administration are summarized as follows: Scientific Study of Public Administration Robert Dahl in his well-known article entitled 'The Science of Public Administration: Three Problems' published in Public Administration Review, (1947) had observed that there cannot be a science of public administration without a comparative analysis. Even James Coleman, an eminent scholar of comparative politics, had observed "You cannot be scientific if you are not comparative." Through comparative analysis of administrative systems, new insights into the administrative reality in cross-national contexts are generated, which can be treated, as hypotheses to be tested empirically in order to draw generalizations that may apply to many or select groups of nations. Inter-disciplinary Orientation 39 Comparative public administrative studies have several concepts and methodologies from Political Science, Sociology, Economics, Anthropology, Psychology, and other disciplines. This has broadened and enriched the study of public administration to a greater extent. A good number of scholars from different disciplines have contributed to the development of comparative public administration. 3. Strengthening Ecological Orientation Traditional public administration was confined to the description of administrative structures prevailing in certain western countries like the U.S, Great Britain, and France. The environment of public administration was treated, as 'given'. There was no focus on this issue. Contemporary comparative public administration has boldly advocated for the adoption of an ecological approach to the study of administrative systems. This approach has made administrative analysis more realistic and dynamic. 4. Universalism Comparative studies in public administration have challenged parochialism in western studies. The non-western world has experienced and nurtured its own administrative reality that has been elaborated by a host of comparative scholars of whom many of them are western. The conceptual transformation of even the western administrative analysis can be attributed to the insights provided by comparative public administration. 5. More Rational Use of Foreign Assistance Comparative public administration studies have proved to be catalysts to the capacity building of nations receiving aid from international agencies and big powers. The utilization of such assistance has become more prudent, as a result of insights gained from the experiences of different nations. 6. Holistic Approach 'Grand' theories of comparative public administration, borrowed from Political Science,

The positive influence and contribution of comparative public administration are summarized as follows: 1. Scientific Study Public Administration Robert Dahl in his well-known article entitled 'The Science of Public Administration: Three Problems' published in Public Administration Review, (1947) had observed that there cannot be a science of public administration without a comparative analysis. Even James Coleman, an eminent scholar of comparative politics, had observed "You cannot be scientific if you are not comparative." Through comparative analysis of administrative systems, new insights into the administrative reality in cross-national contexts are generated, which can be treated, as hypotheses to be tested empirically in order to draw generalizations that may apply to many or select groups of nations. 2. Inter -disciplinary Orientation Comparative public administrative studies have several concepts and methodologies from Political Science, Sociology, Economics, Anthropology, Psychology, and other disciplines. This has broadened and enriched the study of public administration to a greater extent. A good number of scholars from different disciplines have contributed to the development of comparative public administration. 3. Str engthening Ecological Orientation T raditional public administration was confined to the description of administrative structures prevailing in certain western countries like the U.S, Great Britain, and France. The environment of public administration was treated, as 'given'. There was no focus on this issue. Contemporary comparative public administration has boldly advocated for the adoption of an ecological approach to the study of administrative systems. This approach has made administrative analysis more realistic and dynamic. 4. Universalism Comparative studies in public administration have challenged parochialism in western studies. The non-western world has experienced and nurtured its own administrative reality that has been elaborated by a host of comparative scholars of whom many of them are western. The conceptual transformation of even the western administrative analysis can be attributed to the insights provided by comparative public administration. 5. Mor e Rational Use of Foreign Assistance Comparative public administration studies have proved to be catalysts to the capacity building of nations receiving aid from international agencies and big powers. The utilization of such assistance has become more prudent, as a result of insights gained from the experiences of different nations. 18 Comparative Public Administration: An Introduction 6. Holistic Approach 'Grand' theories of comparative public

Sociology, and Anthropology may not have strengthened scientific analysis of administrative reality, yet they have expanded the vision of public administration by making its scholars and practitioners more aware of the need to look at administrative systems from a 'holistic' angle. This 'systemic' perspective has augmented the understanding of a variety of administrative systems and their subsystems. 7. Administrative Development Comparative studies of public administration have stressed improvements in the structures, processes, and behavioural patterns of public administrative systems in diverse settings. This approach has highlighted that the processes of socio-economic and even political development get speeded up through effective administrative practices. 8. Development Administration A related benefit of the study of comparative public administration has been in the emergence of the concept of 'development administration,' which has become a key strategy for holistic transformation of various societies. It is accepted widely that development administration is a goal-oriented and a change-oriented administration and is the 40 main engine of all round progress of a country. 4.5.

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The prospects for the comparative public administration movement were not as bright as they had once seemed to be. The period of massive technical assistance in public administration, which had helped launch the movement, was over. The CAG, which had been the organizing force during the years of greatest activity, had lost its separate identity, and the programs it initiated had been ended or cut back. As a source of action-oriented plans for dealing with problems of development administration, the movement had generally been judged disappointing. At any rate, whatever the impact, it had lessened.

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47/307 **SUBMITTED TEXT** 48 WORDS **92%** **MATCHING TEXT** 48 WORDS

Moreover, earlier optimistic expectations about the possibilities of transferring or inducing a change in developing societies had come into question, as many of these nations were suffering from increasing rather than decreasing problems of economic growth and political stability. As an academic or intellectual enterprise, comparative

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W http://www.untag-smd.ac.id/files/Perpustakaan_Digital_2/PUBLIC%20ADMINISTRATION%20Comparative%20p ...

48/307 **SUBMITTED TEXT** 94 WORDS **97%** **MATCHING TEXT** 94 WORDS

had moved from a position of innovation and vitality to a more defensive posture, reacting to charges that the promises of its youth had not been fulfilled and to advice from various quarters as to remedial measures. During the decades of the 1980s and 1990s, however, there has been a reassuring revival of activity in comparative public administration. The exuberance of the movement's youth has not been regained, but the field may have attained maturity – a stage of development bringing fewer drastic changes but presenting a new set of challenges and problems.

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W http://www.untag-smd.ac.id/files/Perpustakaan_Digital_2/PUBLIC%20ADMINISTRATION%20Comparative%20p ...

49/307 **SUBMITTED TEXT** 83 WORDS **100%** **MATCHING TEXT** 83 WORDS

The students of public administration still study comparative public administration whenever any necessity arises. The meteoric rise of comparative public administration was due to the formation of Comparative Administration Group and financial help given by the Ford Foundation. Today, students of public administration do not display excessive interest in the subject. But sometimes they say that the administrative systems of different countries should be studied in a comparative way in order to have a full understanding of all aspects of the subject.

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W https://gacbe.ac.in/pdf/ematerial/18MPA25E-U1.pdf

50/307 **SUBMITTED TEXT** 34 WORDS **100%** **MATCHING TEXT** 34 WORDS

the co-existence of normative studies, empirical studies, ideographic studies, nomothetic studies, non-ecological studies, and ecological studies in the discipline of comparative public administration and this co-existence represents the nature of the discipline. ?

the co-existence of normative studies, empirical studies, ideographic studies, nomothetic studies, non-ecological studies, and ecological studies in the discipline of comparative public administration and this co-existence represents the nature of the discipline.

W https://egyankosh.ac.in/bitstream/123456789/78049/3/Block-1.pdf

51/307 **SUBMITTED TEXT** 19 WORDS **100%** **MATCHING TEXT** 19 WORDS

contributing to the science of public administration, re-enforcing the Inter-disciplinary and ecological orientation, calling for development administration. ?

contributing to the science of public administration, re-enforcing the Inter-disciplinary and ecological orientation, calling for development administration

W https://egyankosh.ac.in/bitstream/123456789/78049/3/Block-1.pdf

52/307 **SUBMITTED TEXT** 22 WORDS **100%** **MATCHING TEXT** 22 WORDS

the intellectual development of the discipline of public administration and has broadened its structure, processes, roles, and behaviour, as such. 4.7.

the intellectual development of the discipline of public administration and has broadened its structure, processes, roles, and behaviour, as such.

W https://egyankosh.ac.in/bitstream/123456789/78049/3/Block-1.pdf

53/307 **SUBMITTED TEXT** 19 WORDS **83%** **MATCHING TEXT** 19 WORDS

thousands of individuals were sent to developed countries and the establishment of about seventy institutes in developing countries,

thousands of individuals to developed countries and the establishment of about seventy institutes in developing countries,

W http://www.untag-smd.ac.id/files/Perpustakaan_Digital_2/PUBLIC%20ADMINISTRATION%20Comparative%20p ...

54/307 **SUBMITTED TEXT** 17 WORDS **100%** **MATCHING TEXT** 17 WORDS

Arora, Ramesh K. 2021. Comparative Public Administration: An Ecological Perspective. New Delhi: New Age International.

Arora, Ramesh K. 2021. Comparative Public Administration: An Ecological Perspective. New Delhi: New Age International.

W https://egyankosh.ac.in/bitstream/123456789/78049/3/Block-1.pdf

55/307 **SUBMITTED TEXT** 68 WORDS **97%** **MATCHING TEXT** 68 WORDS

Today's public administration functions in a different time and faces different challenges, requiring new concepts and methods. Realizing the massive influence of unfolding globalism, comparative public administration opens the door for effective adjustment and transition from traditional, ethnocentric perspectives to a wider scope that integrates knowledge from various places and cultures. There is no one way to get to the place where public administration ought to be.

Today's public administration functions in a different time and faces different challenges, requiring new concepts and methods. Realizing the massive influence of unfolding globalism, comparative public administration opens the door for effective adjustment and transition from traditional, ethnocentric perspectives to a wider scope that integrates knowledge from various places and cultures. There is no one way to get to the place where public administration ought to be.

W https://www.iicseonline.org/comparative_public_administration2.pdf

56/307 **SUBMITTED TEXT** 14 WORDS **100%** **MATCHING TEXT** 14 WORDS

Heady, Ferrel. 1995. Public Administration: A Comparative Perspective. New York: Marcel Dekker.

Heady, Ferrel. 1995. Public Administration: A Comparative Perspective. New York: Marcel Dekker.

W https://egyankosh.ac.in/bitstream/123456789/78049/3/Block-1.pdf

57/307 **SUBMITTED TEXT** 23 WORDS **71%** **MATCHING TEXT** 23 WORDS

Ferrel, and Sybil S. Stokes, eds. 1960. Comparative Public Administration: A Selective Annotated Bibliography. 2nd ed. Ann Arbor: The University of Michigan,

Ferrel Heady and Sybil L. Stokes, Comparative Public Administration: A Selective Annotated Bibliography, 2nd ed. (Ann Arbor, MI: Institute of Public Administration, The University of Michigan, 1960)

W http://www.untag-smd.ac.id/files/Perpustakaan_Digital_2/PUBLIC%20ADMINISTRATION%20Comparative%20p ...

58/307 **SUBMITTED TEXT** 14 WORDS **100%** **MATCHING TEXT** 14 WORDS

Henry, Nicholas. 2004. Public Administration and Public Affairs. Upper Sadle River, N.J.: Pearson.

Henry, Nicholas. 2004. Public Administration and Public Affairs. Upper Sadle River, N.J.: Pearson.

W https://egyankosh.ac.in/bitstream/123456789/78049/3/Block-1.pdf

59/307 **SUBMITTED TEXT** 17 WORDS **100%** **MATCHING TEXT** 17 WORDS

Jreisat, J. E. (2005). Comparative Public Administration Is Back In, Prudently. Public Administration Review, 65(2), 231–242.

Jreisat, J. E. (2005). Comparative public administration is back in, prudently. Public Administration Review, 65(2), 231–242.

W https://link.springer.com/chapter/10.1007/978-981-19-1208-5_5

60/307	SUBMITTED TEXT	15 WORDS	95%	MATCHING TEXT	15 WORDS

Dahl, Robert, 1947. ''The Science of Public Administration: Three Problems,'' Public Administration Review 7,

Dahl, Robert The Science of Public Administration: Three Problems. Public Administration Review 7(1): 1-11.

W https://www.american.edu/spa/dpap/degrees/upload/puad-608-hafner-mpa.pdf

61/307	SUBMITTED TEXT	16 WORDS	90%	MATCHING TEXT	16 WORDS

Public Administration: Understanding Management, Politics, and Law in the Public Sector. 4th ed. New York:

Public Administration: Understanding Management, Politics and the Law in the Public Sector, 6th McGraw-Hill, New York, 2004.

W https://himia.umj.ac.id/wp-content/uploads/2021/08/Handbook-of-Public-Administration-By-Jack-Rabi ...

62/307	SUBMITTED TEXT	16 WORDS	78%	MATCHING TEXT	16 WORDS

William J., ed. 1957. Toward the Comparative Study of Public Administration. Bloomington: Indiana University Press.

William J. Siffin (ed.), Toward the Com- parative Study of Public Administration (Bloomington, IN: Indiana University Press, 1977),

W http://www.untag-smd.ac.id/files/Perpustakaan_Digital_2/PUBLIC%20ADMINISTRATION%20Comparative%20p ...

63/307	SUBMITTED TEXT	13 WORDS	100%	MATCHING TEXT	13 WORDS

the Comparative Administration Group (CAG) of the American Society for Public Administration..

the Comparative Administration Group (CAG) of the American Society for Public Administration (

W http://www.untag-smd.ac.id/files/Perpustakaan_Digital_2/PUBLIC%20ADMINISTRATION%20Comparative%20p ...

64/307	SUBMITTED TEXT	11 WORDS	100%	MATCHING TEXT	11 WORDS

the development of public administration as a field of study,

SA PSC_1046.pdf (D164969508)

65/307	SUBMITTED TEXT	18 WORDS	90%	MATCHING TEXT	18 WORDS

Jones, L. R. (2007). The Consummate Comparative Public Administrationist: A Tribute to Ferrel Heady (1916-2006). Public Administration

Jones, L. R., & Klingner, D. E. (2007). The consummate comparative public administrationist: A tribute to Ferrel Heady, 1916–2006. Public Administration

W https://link.springer.com/chapter/10.1007/978-981-19-1208-5_5

66/307 **SUBMITTED TEXT** 23 WORDS **57%** **MATCHING TEXT** 23 WORDS

the comparative study of public administration and governance. 5.7 KEYWORDS 1. Comparative Public Administration - The study of public administration systems and	the Comparative Study of Public Administration". Answer: Comparative Public administration is the subset of public administration, and

W https://unacademy.com/content/upsc/study-material/public-administration/comparative-public-admini ...

67/307 **SUBMITTED TEXT** 24 WORDS **60%** **MATCHING TEXT** 24 WORDS

After reading this unit, students will be able to ? Discuss the basic concept of public choice theory ? Explain the

SA PSC_1046.pdf (D164969508)

68/307 **SUBMITTED TEXT** 21 WORDS **85%** **MATCHING TEXT** 21 WORDS

It is the subset of positive political theory that studies self-interested agents like Voters, politicians and bureaucrats and their interactions	it is the subset of positive political theory that studies self-interested agents (voters, politicians, bureaucrats) and their interactions,

W https://en.wikipedia.org/wiki/Public_choice

69/307 **SUBMITTED TEXT** 22 WORDS **83%** **MATCHING TEXT** 22 WORDS

Public choice has roots in positive analysis but is often used for normative purposes in order to identify a problem or	Public choice analysis has roots in positive analysis ("what is") but is often used for normative purposes ("what ought to be") in order to identify a problem or

W https://en.wikipedia.org/wiki/Public_choice

70/307 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

the application of economics to the analysis of non-market decision- making

SA KEY PAPER 2019 PUBLIC CHOICE THEORY.docx (D93844872)

71/307 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

precursor of modern public choice theory was the work of	precursor of modern public choice theory was the work of

W https://en.wikipedia.org/wiki/Public_choice

72/307	SUBMITTED TEXT	12 WORDS	100%	MATCHING TEXT	12 WORDS

Social Choice and Individual Values (1951) influenced formulation of the theory

Social Choice and Individual Values (1951) influenced formulation of the theory.

W https://en.wikipedia.org/wiki/Public_choice

73/307	SUBMITTED TEXT	23 WORDS	95%	MATCHING TEXT	23 WORDS

Public choice takes the principles that economists use to analyse people's actions in the marketplace and applies them to people's actions in

SA Coursework2.pdf (D23885180)

74/307	SUBMITTED TEXT	51 WORDS	98%	MATCHING TEXT	51 WORDS

the economic study of non-market decision making or simply application of economics to political science. The subject matter of Public Choice is same as that of political science: the theory of the state, voting rules, voter behaviour, party politics, the bureaucracy and so on. The methodology of Public Choice is

SA Unit 12 Public Choice Approach (FINAL).docx (D44546984)

75/307	SUBMITTED TEXT	19 WORDS	55%	MATCHING TEXT	19 WORDS

When this premise applied to the role of the government and bureaucracy, Public choice theory makes an important

SA Unit 12 Public Choice Approach (FINAL).docx (D44546984)

76/307	SUBMITTED TEXT	18 WORDS	71%	MATCHING TEXT	18 WORDS

decision- making, the public choice approach denies the legitimacy of decision making at the group level. 2.

SA Unit 12 Public Choice Approach (FINAL).docx (D44546984)

77/307 **SUBMITTED TEXT** 27 WORDS **53%** **MATCHING TEXT** 27 WORDS

politics should not analysed from a 'public interest' perspective but, rather from an 'individual gain-maximizing' concept. Even the politicians, bureaucrats, and voters also act to

SA Unit 12 Public Choice Approach (FINAL).docx (D44546984)

78/307 **SUBMITTED TEXT** 31 WORDS **95%** **MATCHING TEXT** 31 WORDS

realisation of certain ends arises as a result of bargaining and exchange among individuals. However, the exchange takes place in the political sphere or public sphere rather than the market

SA Unit 12 Public Choice Approach (FINAL).docx (D44546984)

79/307 **SUBMITTED TEXT** 16 WORDS **96%** **MATCHING TEXT** 16 WORDS

Exchange takes place in political realm between various players to gain mutual benefits. 1.8

SA Unit 12 Public Choice Approach (FINAL).docx (D44546984)

80/307 **SUBMITTED TEXT** 33 WORDS **100%** **MATCHING TEXT** 33 WORDS

The conceptual framework pivoting on bureaucratization theory they adopted at its inception as an academic discipline, led to a theoretical crisis and a practical dead-end. Vincent Ostrom offered an alternative: Public Choice.

The conceptual framework pivoting on bureaucratization theory they adopted at its inception as an academic discipline, led to a theoretical crisis and a practical dead-end. Vincent Ostrom offered an alternative: Public Choice.

W https://aligica.com/wp-content/uploads/2020/01/1.-Public-Administration-Public-Choice-and-the-Ost ...

81/307 **SUBMITTED TEXT** 22 WORDS **90%** **MATCHING TEXT** 22 WORDS

Public Choice has profoundly and programmatically engaged the territory of an already established domain, the field and practice of Public Administration.

Public Choice has to profoundly and programmatically engage the territory of an already established domain, the field and practice of Public Administration.

W https://aligica.com/wp-content/uploads/2020/01/1.-Public-Administration-Public-Choice-and-the-Ost ...

82/307	SUBMITTED TEXT	16 WORDS	80%	MATCHING TEXT	16 WORDS

policy issues means dealing with the mechanisms and the processes of the modern administrative state.

policy issues means dealing with the mechanisms and processes of the modern administrative state.

W https://aligica.com/wp-content/uploads/2020/01/1.-Public-Administration-Public-Choice-and-the-Ost ...

83/307	SUBMITTED TEXT	125 WORDS	93%	MATCHING TEXT	125 WORDS

choice. Public Administration is first and foremost about the building, maintaining and operating in real life structures and processes that function as preconditions the infrastructure and determinants of real-life public policies and their management. From the operation of the electoral system to the implementation of macroeconomic policies, from the monitoring and enforcement of constitutional rules to the regulatory framework of the market, the apparatus of Public Administration is vital. Ostrom pointed that Public Administration and Public Choice are connected intrinsically, they seem to be different facets of the same coin. In brief, Public Choice, whether one is aware of it or not, whether one likes it or not, is, when it comes to the applications, more about Public Administration than about anything else.

Choice. Public Administration is first and foremost about the building, maintaining and operating in real- life structures and processes that function as preconditions the infrastructure and deter- minants of real-life public policies and their management. From the operation of the electoral system to the implementation of macroeconomic policies, from the monitoring and enforcement of constitutional rules to the regulatory framework of the market, the apparatus of Public Administration is vital. Seen in this light, it looks like Public Administration and Public Choice are connected intrinsically, they seem to be different facets of the same coin. In brief, Public Choice, whether one is aware of it or not, whether one likes it or not, is, when it comes to the applications, more about Public Administration than about anything else. 112

W https://aligica.com/wp-content/uploads/2020/01/1.-Public-Administration-Public-Choice-and-the-Ost ...

84/307	SUBMITTED TEXT	15 WORDS	100%	MATCHING TEXT	15 WORDS

of Public Choice, the Bloomington scholars were the main promoters of the Public Choice

of Public Choice, the Bloomington scholars were the main promoters of the Public Choice

W https://aligica.com/wp-content/uploads/2020/01/1.-Public-Administration-Public-Choice-and-the-Ost ...

85/307	SUBMITTED TEXT	14 WORDS	100%	MATCHING TEXT	14 WORDS

Public Choice should be in fact the foundational theoretical framework for Public Administration.

Public Choice should be in fact the foundational theoretical framework for Public Administration.

W https://aligica.com/wp-content/uploads/2020/01/1.-Public-Administration-Public-Choice-and-the-Ost ...

86/307 **SUBMITTED TEXT** 57 WORDS **100%** **MATCHING TEXT** 57 WORDS

In the ‘60s and ‘70s their work was in many respects defined by a systematic attempt not only to introduce Public Choice insights into the discipline dealing with the study of the administrative side of public affairs but, even more, to revolutionize this field, to incite a ‘‘paradigm shift’’ towards the Public Choice foundational principles. 1.10

In the ‘60s and ‘70s their work was in many respects defined by a systematic attempt not only to introduce Public Choice insights into the discipline dealing with the study of the administrative side of public affairs but, even more, to revolutionize this field, to incite a ‘‘paradigm shift’’ towards the Public Choice foundational principles.

W https://aligica.com/wp-content/uploads/2020/01/1.-Public-Administration-Public-Choice-and-the-Ost ...

87/307 **SUBMITTED TEXT** 29 WORDS **90%** **MATCHING TEXT** 29 WORDS

Public Choice has profoundly and programmatically engaged the territory of an already established domain, the field and practice of Public Administration. 60 1.12

Public Choice has to profoundly and programmatically engage the territory of an already established domain, the field and practice of Public Administration.

W https://aligica.com/wp-content/uploads/2020/01/1.-Public-Administration-Public-Choice-and-the-Ost ...

88/307 **SUBMITTED TEXT** 21 WORDS **100%** **MATCHING TEXT** 21 WORDS

the proper foundation of Public Administration is in Public Choice theory. The proper operational basis of Public Choice is Public Administration’’(

The proper foundation of Public Administration is in Public Choice theory. The proper operational basis of Public Choice is Public Administration. 116

W https://aligica.com/wp-content/uploads/2020/01/1.-Public-Administration-Public-Choice-and-the-Ost ...

89/307 **SUBMITTED TEXT** 15 WORDS **100%** **MATCHING TEXT** 15 WORDS

applies the methods of economics to the theory and practice of politics and government.

SA KEY PAPER 2019 PUBLIC CHOICE THEORY.docx (D93844872)

90/307 **SUBMITTED TEXT** 18 WORDS **100%** **MATCHING TEXT** 18 WORDS

Aligica, Paul Dragos. (2015) Public Administration, Public Choice and the Ostroms: the achievements, the failure, the promise.

Aligica, Paul Dragos, Public Administration, Public Choice and the Ostroms: The Achievement, the Failure, the Promise (2013). 50

W https://papers.ssrn.com/sol3/papers.cfm?abstract_id=2242208

91/307 **SUBMITTED TEXT** 20 WORDS **60%** **MATCHING TEXT** 20 WORDS

Consent, Constitutions and Contrast; Public Choice Perspectiveon the state. In Dhameja, A Contemporary Debate in Public Administration. New Delhi,

SA Unit 12 Public Choice Approach (FINAL).docx (D44546984)

92/307 **SUBMITTED TEXT** 16 WORDS **92%** **MATCHING TEXT** 16 WORDS

Ostrom, Vincent and Ostrom, Elinor. (1971). A Different Approach to The Study of Public Administration.

Ostrom, Vincent and Ostrom, Elinor, "Public Choice: A Different Approach to the Study of Public Administration,"

W https://www.cambridge.org/core/journals/review-of-politics/article/public-administration-public-c ...

93/307 **SUBMITTED TEXT** 37 WORDS **84%** **MATCHING TEXT** 37 WORDS

Public Administration: Concepts and Theories. New Delhi, India: Sterling Publishers Bhattacharya Mohit. (2010) Public Choice Theory: Government in the New Right Perspective. In Dhameja, A (Ed). Contemporary Debates in Public Administration. New Delhi, India: PHI Learning

SA Unit 12 Public Choice Approach (FINAL).docx (D44546984)

94/307 **SUBMITTED TEXT** 27 WORDS **50%** **MATCHING TEXT** 27 WORDS

QUESTIONS 2.11 REFERENCES 2.1 Learning Objectives After reading this unit, the student will be able to ? explain about the basic tenets of Public

SA contemporary theoretical perspective.docx (D159756278)

95/307 **SUBMITTED TEXT** 27 WORDS **98%** **MATCHING TEXT** 27 WORDS

Public choice takes the same principles that economists use to analyse people's actions in the marketplace and applies them to people's actions in collective decision making

SA Coursework2.pdf (D23885180)

96/307 **SUBMITTED TEXT** 24 WORDS **82%** **MATCHING TEXT** 24 WORDS

the welfare state. They claimed that the public sector has been suffering from inherent systemic failure in terms of policy-making and implementation. 2.6

SA Unit 12 Public Choice Approach (FINAL).docx (D44546984)

97/307 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

The incentives for good management in the public interest are weak.

SA Coursework2.pdf (D23885180)

98/307 **SUBMITTED TEXT** 22 WORDS **97%** **MATCHING TEXT** 22 WORDS

those who are regulated by the state, themselves capture the regulatory process and earn benefits at the cost of consumers. 2.6.3

SA Unit 12 Public Choice Approach (FINAL).docx (D44546984)

99/307 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

broad social sense because the society is not an entity that

SA Unit 12 Public Choice Approach (FINAL).docx (D44546984)

100/307 **SUBMITTED TEXT** 15 WORDS **89%** **MATCHING TEXT** 15 WORDS

the exchanges takes place in the political or public sphere rather than the market

SA Unit 12 Public Choice Approach (FINAL).docx (D44546984)

101/307 **SUBMITTED TEXT** 21 WORDS **72%** **MATCHING TEXT** 21 WORDS

Consent, Constitutions and Contrast; Public Choice Perspective on the state. In Dhameja, A Contemporary Debate in Public Administration. New Delhi,

SA Unit 12 Public Choice Approach (FINAL).docx (D44546984)

102/307 **SUBMITTED TEXT** 27 WORDS **86%** **MATCHING TEXT** 27 WORDS

Bhattacharya Mohit. (2010) Public Choice Theory: Government in the New Right Perspective. In Dhameja, A (Ed). Contemporary Debates in Public Administration. New Delhi, India: PHI Learning

SA Unit 12 Public Choice Approach (FINAL).docx (D44546984)

103/307 **SUBMITTED TEXT** 21 WORDS **55%** **MATCHING TEXT** 21 WORDS

Basu, Rumki. (Revised Edn.) (2004) Public Administration: Concepts and Theories. New Delhi, India: Sterling Publishers. Muller D (2008). Public Choice:

SA Unit 12 Public Choice Approach (FINAL).docx (D44546984)

104/307 **SUBMITTED TEXT** 25 WORDS **58%** **MATCHING TEXT** 25 WORDS

QUESTIONS 3.14 REFERENCES 3.1 LEARNING OBJECTIVES After reading this unit, students will be able to ? Discuss the contribution of public

SA contemporary theoretical perspective.docx (D159756278)

105/307 **SUBMITTED TEXT** 26 WORDS **73%** **MATCHING TEXT** 26 WORDS

Buchanan's insights into human nature and political outcome provide an understanding of the perks that motivate political actors and allow more accurate predictions of political

SA KEY PAPER 2019 PUBLIC CHOICE THEORY.docx (D93844872)

106/307 **SUBMITTED TEXT** 28 WORDS **86%** **MATCHING TEXT** 28 WORDS

constitutive of the public choice approach: (a) politics as exchange and (b) economic constitutionalism or contractarianism as the basis of public policy making.'' ? POLITICS AS EXCHANGE:

SA Unit 12 Public Choice Approach (FINAL).docx (D44546984)

107/307 **SUBMITTED TEXT** 31 WORDS **92%** **MATCHING TEXT** 31 WORDS

states that '' Existing constitutions or structures or rules, are the subject of critical scrutiny." Which actually means the provisions given in the constitution are subject to critical review.

SA Unit 12 Public Choice Approach (FINAL).docx (D44546984)

108/307 **SUBMITTED TEXT** 22 WORDS **97%** **MATCHING TEXT** 22 WORDS

bureaucracy within the public choice framework. Niskanen in his book Bureaucracy and Representative Government (1971) argues that those who work in

SA Unit 12 Public Choice Approach (FINAL).docx (D44546984)

109/307 **SUBMITTED TEXT** 73 WORDS **100%** **MATCHING TEXT** 73 WORDS

Vincent Ostrom's role as a pivotal figure both as a participant in the initial Public Choice conferences, when Public Choice hadn't settled yet on an official name, and as its key promoter of the theory's use in Public Administration, has also been recognized and reemphasized in a recent article published in Public Administration Review, the flagship journal of the field, by Theo Toonen, a leading Public Administration scholar of the current generation.

Vincent Ostrom's role as a pivotal figure both as a participant in the initial Public Choice conferences, when Public Choice hadn't settled yet on an official name, and as its key promoter of the theory's use in Public Administration, has also been recognized and reemphasized in a recent article published in Public Administration Review, the flagship journal of the field, by Theo Toonen, a leading Public Administration scholar of the current generation.

W https://aligica.com/wp-content/uploads/2020/01/1.-Public-Administration-Public-Choice-and-the-Ost ...

110/307 **SUBMITTED TEXT** 51 WORDS **95%** **MATCHING TEXT** 51 WORDS

The role Ostroms played at the interface between Public Administration and Public Choice theory is very well captured in Public Choice Theory in Public Administration: An annotated Bibliography by Nicholas Lovrich and Max Neiman, 84 published in 1984, with a foreword by Robert Golembiewski. Some the

The role the Ostroms played at the interface between Public Administration and Public Choice theory is very well captured in Public Choice Theory in Public Administration: An Annotated Bibliography by Nicholas Lovrich and Max Neiman, published in 1984, with a foreword by Robert Golembiewski. The

W https://aligica.com/wp-content/uploads/2020/01/1.-Public-Administration-Public-Choice-and-the-Ost ...

111/307 **SUBMITTED TEXT** 25 WORDS **78%** **MATCHING TEXT** 25 WORDS

to maximize their budget and the size of the bureau. He contends that only by increasing the budget that they can maximize their self-interest.

SA Unit 12 Public Choice Approach (FINAL).docx (D44546984)

112/307 **SUBMITTED TEXT** 45 WORDS **90%** **MATCHING TEXT** 45 WORDS

More competition in the delivery of public services. (c)Privatization or contracting out to reduce wastage. (d) Dissemination of more information for public benefit about the availability of alternatives to public services offered on a competitive basis, and at competitive costs. 3.9

SA Unit 12 Public Choice Approach (FINAL).docx (D44546984)

113/307 **SUBMITTED TEXT** 84 WORDS **89%** **MATCHING TEXT** 84 WORDS

He mainly advocates for the replacement of the traditional doctrine of 'bureaucratic administration' by the concept of 'democratic administration'. He argues that people should have the power to decide and their demands should be the priority. He further, states that '' bureaucratic structures ae necessary, but not sufficient structures for a productive and responsive public service economy''. In addition, he argues that the best structures for satisfying individual preferences are not centralised bureaucratic agencies but rather more fragmented multi organisational arrangements. ?

SA Unit 12 Public Choice Approach (FINAL).docx (D44546984)

114/307 **SUBMITTED TEXT** 13 WORDS **100%** **MATCHING TEXT** 13 WORDS

decentralisation creates diversity and offers more opportunity for citizen's choice. He further

SA Unit 12 Public Choice Approach (FINAL).docx (D44546984)

115/307 **SUBMITTED TEXT** 27 WORDS **93%** **MATCHING TEXT** 27 WORDS

of all administrative units and states that decentralisation and democracy enhance participation at the work place and grass root level empowerment of the people. 3.10

SA Unit 12 Public Choice Approach (FINAL).docx (D44546984)

116/307 **SUBMITTED TEXT** 24 WORDS **68%** **MATCHING TEXT** 24 WORDS

Sen. S (2010). Consent, Constitutions and Contrast; Public Choice Perspective on the state. In Dhameja, A Contemporary Debate in Public Administration. New Delhi,

SA Unit 12 Public Choice Approach (FINAL).docx (D44546984)

117/307 **SUBMITTED TEXT** 20 WORDS **100%** **MATCHING TEXT** 20 WORDS

advocates for the replacement of the traditional doctrine of 'bureaucratic administration' by the concept of 'democratic administration'. 3.12

SA Unit 12 Public Choice Approach (FINAL).docx (D44546984)

118/307 **SUBMITTED TEXT** 17 WORDS **78%** **MATCHING TEXT** 17 WORDS

After reading this unit, students will be able to ? Describe the limitations of public

SA PSC_1046.pdf (D164969508)

119/307 **SUBMITTED TEXT** 38 WORDS **95%** **MATCHING TEXT** 38 WORDS

The real issue is now to make the state more 92 democratic and citizen-friendly, and not to relegate it to the background altogether and install the new God of 'market' in its place (

SA Unit 12 Public Choice Approach (FINAL).docx (D44546984)

120/307 **SUBMITTED TEXT** 45 WORDS **93%** **MATCHING TEXT** 45 WORDS

The 'public' which the Public choice seeks to cater to are not always the elite or the middle class and needs of the low income group with poor purchasing power can never be met by the market. Lacking a philosophical or ethical foundation, the

SA Unit 12 Public Choice Approach (FINAL).docx (D44546984)

121/307 **SUBMITTED TEXT** 43 WORDS **94%** **MATCHING TEXT** 43 WORDS

decisions in terms of individual self- 93 interest, but in terms of the perceived interests of the groups, families, organizations, ethnic groups and national states with which they identify and to whom they are loyal'. 4.5

SA Unit 12 Public Choice Approach (FINAL).docx (D44546984)

122/307 **SUBMITTED TEXT** 14 WORDS **88%** **MATCHING TEXT** 14 WORDS

unit made some reflection on the critical views expressed by various scholars on

SA Unit 12 Public Choice Approach (FINAL).docx (D44546984)

123/307 **SUBMITTED TEXT** 41 WORDS **95%** **MATCHING TEXT** 41 WORDS

the real issue is now to make the state more democratic and citizen friendly, and not to relegate it to the background altogether and install the new God of 'market' in its place. 96 ?

SA Unit 12 Public Choice Approach (FINAL).docx (D44546984)

124/307 **SUBMITTED TEXT** 21 WORDS **72%** **MATCHING TEXT** 21 WORDS

Consent, Constitutions and Contrast; Public Choice Perspective on the state. In Dhameja, A Contemporary Debate in Public Administration. New Delhi,

SA Unit 12 Public Choice Approach (FINAL).docx (D44546984)

125/307 **SUBMITTED TEXT** 27 WORDS **86%** **MATCHING TEXT** 27 WORDS

Bhattacharya Mohit. (2010) Public Choice Theory: Government in the New Right Perspective. In Dhameja, A (Ed). Contemporary Debates in Public Administration. New Delhi, India: PHI Learning

SA Unit 12 Public Choice Approach (FINAL).docx (D44546984)

126/307 **SUBMITTED TEXT** 69 WORDS **46%** **MATCHING TEXT** 69 WORDS

OF NEW PUBLIC MANAGEMENT 5.5 PRINCIPLES OF NEW PUBLIC MANAGEMENT 5.6 IMPACT OF NEW PUBLIC MANAGEMENT 5.7 NEW PUBLIC MANAGEMENT REFORMS: APPRAISAL 5.8 CONCLUSION 5.9 SUMMARY 5.10 GLOSSARY 5.11 MODEL QUESTIONS 5.12 REFERENCES 5.1 LEARNING OBJECTIVES After reading this unit, students will be able to 98 ? Explain the emergence of New Public Management. ?

SA new public management.docx (D159210533)

127/307 **SUBMITTED TEXT** 29 WORDS **44%** **MATCHING TEXT** 29 WORDS

heralded the birth of the new public management. NPM represents the second reinvention in public administration the first being the New Public Administration of the late 1960s.

SA PSC_1046.pdf (D164969508)

128/307 **SUBMITTED TEXT** 15 WORDS **96%** **MATCHING TEXT** 15 WORDS

entitled 'From Red Tape Results: Creating a Government that Works Better and Costs Less'.

entitled From Red Tape to Results Creating a government that Works Better and Costs Less.

W http://www.untag-smd.ac.id/files/Perpustakaan_Digital_2/PUBLIC%20ADMINISTRATION%20Comparative%20p ...

129/307 **SUBMITTED TEXT** 21 WORDS **97%** **MATCHING TEXT** 21 WORDS

the market, not government, is the best allocator of resources and individuals are the best judges of their own welfare.

SA 新建 Microsoft Office Word 文档.docx (D29583276)

130/307 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

such as the World Bank and the International Monetary Fund.

such as the World Bank and the International Monetary Fund,

W http://www.untag-smd.ac.id/files/Perpustakaan_Digital_2/PUBLIC%20ADMINISTRATION%20Comparative%20p ...

131/307 **SUBMITTED TEXT** 18 WORDS **100%** **MATCHING TEXT** 18 WORDS

Bhattacharya, Mohit, (2001,) New Horizons of Public Administration, Jawahar Publishers, 112 New Delhi.

SA PSC_1046.pdf (D164969508)

132/307 **SUBMITTED TEXT** 17 WORDS **70%** **MATCHING TEXT** 17 WORDS

the reasons that led to the emergence of New Public Administration ? Identify the features of

SA MA Politics SEM 1 public administration.pdf (D110639260)

133/307 **SUBMITTED TEXT** 39 WORDS **91%** **MATCHING TEXT** 39 WORDS

that the "study of public administration inevitable must become a much more broadly based discipline, resting not on a narrowly defined knowledge of techniques and processes, but rather extending to the varying historical, sociological, economic and other conditioning factors..." (2020:4)

that the study of public administration must become a much more broadly based discipline, resting not on a narrowly defined knowl- edge of techniques and processes, but rather extending to the varying historical, sociological, economic, and other conditioning factors.

W http://www.untag-smd.ac.id/files/Perpustakaan_Digital_2/PUBLIC%20ADMINISTRATION%20Comparative%20p ...

134/307 **SUBMITTED TEXT** 23 WORDS **90%** **MATCHING TEXT** 23 WORDS

the immediate effect of all one sentence or one paragraph definitions of public administration is mental paralysis rather than enlightenment and stimulation." (2020:4)

the immediate effect of all one sentence or one paragraph definition of public administration is a mental paralysis rather than enlightenment and stimulation".

W https://www.aijbm.com/wp-content/uploads/2020/09/I395661.pdf

135/307 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

interest than a discipline, more a focus than a separate science...

interest than a discipline, more a focus than a separate science.

W https://himia.umj.ac.id/wp-content/uploads/2021/08/Handbook-of-Public-Administration-By-Jack-Rabi ...

136/307 **SUBMITTED TEXT** 41 WORDS **100%** **MATCHING TEXT** 41 WORDS

What Minnowbrook helped to inaugurate was a greatly needed and highly significant discussion. Here was fresh and original thinking on the role of Public Administration in the "time of revolutions" in which we find ourselves. - Dwight Waldo, 1970

What Minnowbrook helped to inaugurate was a greatly needed and highly significant discussion. Here was fresh and original thinking on the role of Public Administration in the "time of revolutions" in which we find ourselves. Dwight Waldo, 1970

W https://www.redalyc.org/pdf/104/10410111.pdf

137/307 **SUBMITTED TEXT** 45 WORDS **100%** **MATCHING TEXT** 45 WORDS

In this book, Marini selected nine papers that cover the more important themes analyzed during the conference. These papers are the following: a) "The Recovery of Relevance in the Study of Public Administration" (Todd R. La Porte) 116

In this book, Marini selected nine papers that cover the more important themes analyzed during the conference. These papers are the following: a) "The Recovery of Relevance in the Study of Public Administration" (Todd R. La Porte)

W https://www.redalyc.org/pdf/104/10410111.pdf

138/307 **SUBMITTED TEXT** 99 WORDS **88%** **MATCHING TEXT** 99 WORDS

In this essay, La Porte argues that the discipline, profession, values, literature, in short the very components of the public presence of the field of Public Administration, are out of touch with the problems that we face. La Porte then tries to show us the way to 'recover relevance' and bridge the gap with the real world. b) "Social Change and Administrative Adaptation" (Orion F. White, Jr.) White analyses and illustrates some of the important ways that our society is changing, indicates how these changes are affecting the political and administrative reality, and urges the development of

In this essay, La Porte argues that the discipline, pro- fession, values, literature, in short the very components of the public presence of the field of Public Administration, are out of keeping with the problems we face. La Porte then tries to show us the way to 'recover relevance' and bridge the chasm with the real world. b) "Social Change and Administrative Adaptation" (Orion F. White, Jr.) In this work, White analyzes and illus- trates some of the important ways that our society is changing, indicates how these changes are affecting the political and administrative reality, and urges the development of

W https://www.redalyc.org/pdf/104/10410111.pdf

139/307 **SUBMITTED TEXT** 79 WORDS **81%** **MATCHING TEXT** 79 WORDS

c) “Some Implications of Adaptation Capacity for Organizational and Political Development ”(Robert P. Biller) Biller supports and supplements the La Porte and White view of the state of affairs of the field of Public Administration. He suggests theoretical and practical improvement centre on the concept of development, but along the way he stops to explore several dilemmas of the study and practice of Public Administration, including a redefinition of ‘public’ which incorporates turbulence as an essential element.

c) “Some Implications of Adaptation Capacity for Organizational and Political Development ” (Robert P. Biller) In this discussion, Biller supports and supplements the La Porte and White view of the state of affairs of the field of Public Administration. Biller’s labors on the road to theoretical and practi- cal improvement center on the concept of development, but along the way he stops to explore several dilemmas of the study and practice of Public Admi- nistration, including a redefinition of ‘public’ which incorporates turbulence as a essential element.

W https://www.redalyc.org/pdf/104/10410111.pdf

140/307 **SUBMITTED TEXT** 32 WORDS **100%** **MATCHING TEXT** 32 WORDS

d) “Toward a Theory of Public Administration” (Larry Kirkhart) This is the first paper in Toward a New Public Administration that focuses on the relationship of Public Administration to social-scientific theory.

d) “Toward a Theory of Public Administration” (Larry Kirkhart) This is the first paper in Toward a New Public Administration that focuses on the relationship of Public Administration to social-scientific theory.

W https://www.redalyc.org/pdf/104/10410111.pdf

141/307 **SUBMITTED TEXT** 62 WORDS **85%** **MATCHING TEXT** 62 WORDS

He traces out some of the newer trends in social science, with special reference to philosophy, sociology, and psychology, and attempts to discern their implications for the theory of Public Administration. e) “Normative Theory and Public Administration: Some Suggestions for a Redefinition of Administrative Responsibility” (Michael M. Harmon) He studied Public Administration through the problem of administrative responsibility. He

He traces out some of the newer trends in social science, with special reference to philo- sophy, sociology, and psychology, and attempts to discern their implications for the theory of Public Administration. e) “Normative Theory and Public Administration: Some Suggestions for a Redefinition of Administrative Responsibility” (Michael M. Harmon) Harmon approaches the topic of nor- mative theory in Public Administration through the problem of administrative responsibility. He

W https://www.redalyc.org/pdf/104/10410111.pdf

142/307 **SUBMITTED TEXT** 13 WORDS **100%** **MATCHING TEXT** 13 WORDS

quite inadequate in terms of our present social and political state.

quite inadequate in terms of our present social and political state.

W https://www.redalyc.org/pdf/104/10410111.pdf

143/307 **SUBMITTED TEXT** 48 WORDS **76%** **MATCHING TEXT** 48 WORDS

f) "The Scientific and Moral Authority of Empirical Theory of Public Administration" (Philip S. Kronenberg) He presents a critical assessment of empirical theory in Public Administration. Here, he selects 117 two bodies of theoretical literature for special focus: comparative national Public Administration

f) "The Scientific and Moral Authority of Empirical Theory of Public Administration" (Philip S. Kronenberg) Kronenberg presents a critical assessment of empirical theory in Public Adminis- tration. He selects two bodies of theore- tical literature for special focus: com- Public Administration (1971).

W https://www.redalyc.org/pdf/104/10410111.pdf

144/307 **SUBMITTED TEXT** 63 WORDS **89%** **MATCHING TEXT** 63 WORDS

Public Administration h) "Constraints on Innovation in Policy Making: Economic Development and Political Routines" (Ira Sharkansky)This paper is the first that deals with practical problems of administration. He reflected on some themes that represent an active and growing research debate and tradition in the field of political science that he believes has been of "profound importance for the policy makers".

public administrators. h) "Constraints on Innovation in Policy Making: Economic Development and Political Routines" (Ira Sharkansky) This paper is the first that deals with practical problems of administration. Sharkansky's paper reflects some themes that represent an active and growing research debate and tradition in the field of political science that he believes has been of "profound importance for the policy makers".

W https://www.redalyc.org/pdf/104/10410111.pdf

145/307 **SUBMITTED TEXT** 38 WORDS **100%** **MATCHING TEXT** 38 WORDS

Analysis, Rationality, and Administrative Decision Making"(S. Kenneth Howard) Howard takes a very critical look at PPB and asks what kind of rationality it is that those who would "rationalize public- expenditure decisions" have in mind. 1.5

Analysis, Rationality, and Administrative Decision Making" (S. Kenneth Howard) Howard takes a very critical look at PPB and asks what kind of rationality it is that those who would "rationalize public- expenditure decisions" have in mind.

W https://www.redalyc.org/pdf/104/10410111.pdf

146/307 **SUBMITTED TEXT** 14 WORDS **91%** **MATCHING TEXT** 14 WORDS

Towards a New Public Administration: The Minnowbrook Perspective, edited by Frank Marini (1971).

SA MA Politics SEM 1 public administration.pdf (D110639260)

147/307 **SUBMITTED TEXT** 18 WORDS **58%** **MATCHING TEXT** 18 WORDS

OF NEW PUBLIC ADMINISTRATION New public administration emphasised on four major themes: Relevance, Values, Equity and Change.

OF NEW PUBLIC ADMINISTRATION - New Public Administration literature has stressed four important goals - namely, relevance, values, equity and change. 7.4.1

W https://egyankosh.ac.in/bitstream/123456789/19175/1/Unit-7.pdf

148/307 **SUBMITTED TEXT** 17 WORDS **100%** **MATCHING TEXT** 17 WORDS

To what extent are we aware of the social and moral implications of knowledge in Public Administration?

To what extent are we aware of the social and moral implications of knowledge in Public Administration? .

W https://egyankosh.ac.in/bitstream/123456789/19175/1/Unit-7.pdf

149/307 **SUBMITTED TEXT** 32 WORDS **89%** **MATCHING TEXT** 32 WORDS

less ‘generic’ and more ‘public’ than his forbear, less ‘descriptive’ and more ‘prescriptive’, less ‘institution-oriented’ and more ‘client-impact oriented’, less ‘neutral’ and ‘more normative’ and it is hoped, no less scientific.”

less "generic" and more "public" than his less "descriptive" and more '?prescript.ive", less "institution oriented" and more "client-impact .oriented", less "neutral" and more "normative", and 'it is hoped, no less scientific.

W https://egyankosh.ac.in/bitstream/123456789/19175/1/Unit-7.pdf

150/307 **SUBMITTED TEXT** 25 WORDS **87%** **MATCHING TEXT** 25 WORDS

a public administration which fails to work for changes which tries to redress the deprivation of minorities will likely be eventually used to repress

A Public, Administration which fails to work for changes, which trier3_to redress the deprivation of minorities, qill likely be eventually used to repress

W https://egyankosh.ac.in/bitstream/123456789/19175/1/Unit-7.pdf

151/307 **SUBMITTED TEXT** 36 WORDS **79%** **MATCHING TEXT** 36 WORDS

Does Public Administration presently yield knowledge useful to certain institutions in society (usually the dominant ones) and not to others? 118 These hard-hitting questions were challenging the status-quo in public administration.

Does Public Administration presently yield knowledge useful to certain institutions in society (usually the dominant ones) and not to These are very&zXmbing questions challenging the status quo in Public Administration. ' 7.4.2

W https://egyankosh.ac.in/bitstream/123456789/19175/1/Unit-7.pdf

152/307 **SUBMITTED TEXT** 14 WORDS **100%** **MATCHING TEXT** 14 WORDS

distributive functions and impact of governmental institutions should be public administration's basic concern.

SA MA Politics SEM 1 public administration.pdf (D110639260)

153/307 **SUBMITTED TEXT** 20 WORDS **68%** **MATCHING TEXT** 20 WORDS

to work for the removal of the wrongs of society and working for the betterment of the socially deprived

SA PSC_1046.pdf (D164969508)

154/307 **SUBMITTED TEXT** 15 WORDS **86%** **MATCHING TEXT** 15 WORDS

to serve the cause of social equity is to actively work towards social change.The

SA PSC_1046.pdf (D164969508)

155/307 **SUBMITTED TEXT** 17 WORDS **100%** **MATCHING TEXT** 17 WORDS

Ethics honesty, and responsibility in government have returned again to the lexicon of Public Administration. ?

Ethics, honesty, and responsibility in government have returned again to the lexicon of public administration. 4.

W https://himia.umj.ac.id/wp-content/uploads/2021/08/Handbook-of-Public-Administration-By-Jack-Rabi ...

156/307 **SUBMITTED TEXT** 19 WORDS **100%** **MATCHING TEXT** 19 WORDS

Effective Public Administration has come to be defined in the context of an active and participatory citizenry. 1.8

effective Public Administration has come to be defined in the context of an active and participatory citizenry; •

W https://www.redalyc.org/pdf/104/10410111.pdf

157/307 **SUBMITTED TEXT** 17 WORDS **95%** **MATCHING TEXT** 17 WORDS

Dahl, Robert. 1947. The Science of Public Administration: Three Problems. Public Administration Review 7:1–11 ?

Dahl, Robert The Science of Public Administration: Three Problems. Public Administration Review 7(1): 1-11.

W https://www.american.edu/spa/dpap/degrees/upload/puad-608-hafner-mpa.pdf

158/307 **SUBMITTED TEXT** 19 WORDS **75%** **MATCHING TEXT** 19 WORDS

Heady, Ferrel. 1966. Public Administration: A Comparative Perspective, Prentice-Hall. ? Henry, Nicholas. 1975. Public Administration and Public Affairs,

Heady, Ferrel. 1995. Public Administration: A Comparative Perspective. New York: Marcel Dekker. Henry, Nicholas. 2004. Public Administration and Public Affairs.

W https://egyankosh.ac.in/bitstream/123456789/78049/3/Block-1.pdf

159/307 **SUBMITTED TEXT** 22 WORDS **69%** **MATCHING TEXT** 22 WORDS

Bhattacharya, Mohit. 2001. New Horizons of Public Administration, New Delhi: Jawahar Publishers, ? Bhattacharya, Mohit. Development Administration. New Delhi: Jawahar

SA synopsis 12.docx (D139659069)

160/307 **SUBMITTED TEXT** 18 WORDS **96%** **MATCHING TEXT** 18 WORDS

Frank. ed. 1971. Toward a New Public Administration: The Minnowbrook Per- spective. Scranton, PA: Chandler. ?

Frank Marini, ed., Toward a New Public Administration: The Minnowbrook Per- spective (Scranton, PA: Chandler

W http://www.untag-smd.ac.id/files/Perpustakaan_Digital_2/PUBLIC%20ADMINISTRATION%20Comparative%20p ...

161/307 **SUBMITTED TEXT** 16 WORDS **71%** **MATCHING TEXT** 16 WORDS

reduction of economic and social discrimination and promotion of life opportunities for all groups. 1.9

SA MA Politics SEM 1 public administration.pdf (D110639260)

162/307 **SUBMITTED TEXT** 19 WORDS **97%** **MATCHING TEXT** 19 WORDS

George F., and Ralph Clark Chandler. 1997. Democracy and Public Administration: The Minnowbrook Perspective. International Journal of Public

George F . Frederickson and Ralph Clark Chandler. 1997. Democracy and Public Administration: The Minnowbrook Perspective. International Journal of Public

W https://www.businessofgovernment.org/sites/default/files/Assessing%20the%20Past%20and%20Future%20 ...

163/307 **SUBMITTED TEXT** 1 WORDS **100%** **MATCHING TEXT** 1 WORDS

Assessing%20the%20Past%20and %20Future%20of%20Public%20Administration%20- %20Reflections%20from%20the%20Minnowbrook%20at %2050%20Conference_0.

Assessing the Past and Future of Public Administration: Reflections from the Minnowbrook at 50 Conference

W https://www.businessofgovernment.org/sites/default/files/Assessing%20the%20Past%20and%20Future%20 ...

164/307 **SUBMITTED TEXT** 19 WORDS **82%** **MATCHING TEXT** 19 WORDS

The Future of Public Administration Around the World: The Minnowbrook Perspective, Washington D.C: Georgetown University Press. ?

The Future of Public Administration around the World: The Minnowbrook Perspective, 1-16. Washington, DC: Georgetown University Press.

W https://www.businessofgovernment.org/sites/default/files/Assessing%20the%20Past%20and%20Future%20 ...

165/307 **SUBMITTED TEXT** 25 WORDS **84%** **MATCHING TEXT** 25 WORDS

Public Administration." Public Administration Review 7:200–203. ? Waldo, D. 1980. The Enterprise of Public Administration. Chandler and Sharp Publishers, Novato C.A. ?

Public Administration Fit in?'', Public Administration Review. 61(2), Waldo, D. (1980). The Enterprice of Public Administration. Chandler and Sharp Publishers, Novato C.A.

W https://www.redalyc.org/pdf/104/10410111.pdf

166/307 **SUBMITTED TEXT** 19 WORDS **96%** **MATCHING TEXT** 19 WORDS

Dwight. 1952 a. "The Development of Theory of Democratic Administration". American Political Science Review 46:81–103

Dwight Waldo. 1952a. The Development of Theory of Democratic Administration. American Political Science Review, 46(1): 81-103.

W https://www.businessofgovernment.org/sites/default/files/Assessing%20the%20Past%20and%20Future%20 ...

167/307 **SUBMITTED TEXT** 52 WORDS **91%** **MATCHING TEXT** 52 WORDS

of Public Administration 2.2 Introduction "In public administration as governance, it is essential that we do not diminish our institutions to such an extent that we lose our capacity to support the development of sound public policy, as well as our ability to effectively implement that policy." (H. George Frederickson, 1997)

of public administration. Minnowbrook In public administration as governance, it is essential that we do not diminish our institutions to such an extent that we lose our capacity to support the devel- opment of sound public policy, as well as our ability to effectively implement that policy. – H. George Frederickson, 1997 9

W https://www.businessofgovernment.org/sites/default/files/Assessing%20the%20Past%20and%20Future%20 ...

168/307 **SUBMITTED TEXT** 22 WORDS **57%** **MATCHING TEXT** 22 WORDS

the problems of the emerging future. Minnowbrook II was designed to compare and contrast the changing epochs of public administration.	the University of Kansas, organized the Minnowbrook II conference "to compare and contrast the changing epochs of public administration." 11

W https://www.businessofgovernment.org/sites/default/files/Assessing%20the%20Past%20and%20Future%20 ...

169/307 **SUBMITTED TEXT** 26 WORDS **90%** **MATCHING TEXT** 26 WORDS

what promises to be a future declining market share, as the United States faces the reality of a global economy and a changing industrial base".	what promises to be a future of declining market share, as the United States faces the reality of a global economy and a changing industrial base.

W https://www.redalyc.org/pdf/104/10410111.pdf

170/307 **SUBMITTED TEXT** 33 WORDS **85%** **MATCHING TEXT** 33 WORDS

which challenged Public Administration to become proactive with regard to social issue, "Minnow II retreated from an action perspective to cerebral examination of democracy, ethics, responsibility, philosophy and even economics. Finally, Mary	which challenged Public Administration to become proactive with regard to social issues, Minnowbrook II retreated from an action perspective to cerebral examinations of democracy, ethics, responsibility, philosophy, and even economics. Mary

W https://www.redalyc.org/pdf/104/10410111.pdf

171/307 **SUBMITTED TEXT** 21 WORDS **70%** **MATCHING TEXT** 21 WORDS

at peace with its core values and its sense of relevance and purpose". It has also accepted democratic values and	at peace with its core values and its sense of relevance and purpose. Whole-hearted acceptance of democratic values and

W https://www.redalyc.org/pdf/104/10410111.pdf

172/307 **SUBMITTED TEXT** 16 WORDS **100%** **MATCHING TEXT** 16 WORDS

the relevance of public administration in a time of social, political, and cultural upheaval. ?	the relevance of public administration in a time of social, political, and cultural upheaval.

W https://www.businessofgovernment.org/sites/default/files/Assessing%20the%20Past%20and%20Future%20 ...

173/307	SUBMITTED TEXT	13 WORDS	83%	MATCHING TEXT	13 WORDS

the evolution of public administration and the consequences for scholarship and practice.

the evolution of public administration and the conse- quences for scholarship and practice.

W https://www.businessofgovernment.org/sites/default/files/Assessing%20the%20Past%20and%20Future%20 ...

174/307	SUBMITTED TEXT	12 WORDS	100%	MATCHING TEXT	12 WORDS

to compare and contrast the changing epochs of public administration." ?

to compare and contrast the changing epochs of public administration." 11

W https://www.businessofgovernment.org/sites/default/files/Assessing%20the%20Past%20and%20Future%20 ...

175/307	SUBMITTED TEXT	15 WORDS	82%	MATCHING TEXT	15 WORDS

half of whom were women, the group included a mix of junior scholars and

half of the partici- pants were women, the group included a mix of junior scholars and

W https://www.businessofgovernment.org/sites/default/files/Assessing%20the%20Past%20and%20Future%20 ...

176/307	SUBMITTED TEXT	14 WORDS	100%	MATCHING TEXT	14 WORDS

Social equity and diversity were largely accepted as basic values of public administration.

Social equity and diversity were largely accepted as basic values of public administration,

W https://www.businessofgovernment.org/sites/default/files/Assessing%20the%20Past%20and%20Future%20 ...

177/307	SUBMITTED TEXT	23 WORDS	92%	MATCHING TEXT	23 WORDS

Assessing the Past and Future of Public Administration: Reflections from the Minnowbrook at 50 Conference" IBM Centre for The Business of Government

Assessing the Past and Future of Public Administration: Reflections from the Minnowbrook at 50 Conference IBM Center for The Business of Government

W https://www.businessofgovernment.org/sites/default/files/Assessing%20the%20Past%20and%20Future%20 ...

178/307	SUBMITTED TEXT	17 WORDS	95%	MATCHING TEXT	17 WORDS

Dahl, Robert. 1947. The Science of Public Administration: Three Problems. Public Administration Review 7:1–11 ?

Dahl, Robert The Science of Public Administration: Three Problems. Public Administration Review 7(1): 1-11.

W https://www.american.edu/spa/dpap/degrees/upload/puad-608-hafner-mpa.pdf

179/307	SUBMITTED TEXT	19 WORDS	97%	MATCHING TEXT	19 WORDS

George F., and Ralph Clark Chandler. 1997. Democracy and Public Administration: The Minnowbrook Perspective. International Journal of Public

George F . Frederickson and Ralph Clark Chandler. 1997. Democracy and Public Administration: The Minnowbrook Perspective. International Journal of Public

W https://www.businessofgovernment.org/sites/default/files/Assessing%20the%20Past%20and%20Future%20 ...

180/307	SUBMITTED TEXT	17 WORDS	75%	MATCHING TEXT	17 WORDS

Heady, Ferrel. 1966.Public Administration: A Comparative Perspective, Prentice-Hall. ? Henry, Nicholas. 1975.Public Administration and Public Affairs,

Heady, Ferrel. 1995. Public Administration: A Comparative Perspective. New York: Marcel Dekker. Henry, Nicholas. 2004. Public Administration and Public Affairs.

W https://egyankosh.ac.in/bitstream/123456789/78049/3/Block-1.pdf

181/307	SUBMITTED TEXT	18 WORDS	96%	MATCHING TEXT	18 WORDS

Frank. ed. 1971. Toward a New Public Administration: The Minnowbrook Per- spective. Scranton, PA: Chandler. ?

Frank Marini, ed., Toward a New Public Administration: The Minnowbrook Per- spective (Scranton, PA: Chandler

W http://www.untag-smd.ac.id/files/Perpustakaan_Digital_2/PUBLIC%20ADMINISTRATION%20Comparative%20p ...

182/307	SUBMITTED TEXT	23 WORDS	92%	MATCHING TEXT	23 WORDS

Assessing the Past and Future of Public Administration: Reflections from the Minnowbrook at 50 Conference" IBM Centre for The Business of Government

Assessing the Past and Future of Public Administration: Reflections from the Minnowbrook at 50 Conference IBM Center for The Business of Government

W https://www.businessofgovernment.org/sites/default/files/Assessing%20the%20Past%20and%20Future%20 ...

183/307	SUBMITTED TEXT	1 WORDS	80%	MATCHING TEXT	1 WORDS

Assessing%20the%20Past%20and%20F uture%20of%20Public%20Administration%20- %20Reflections%20from%20the%20Minnowbrook%20at %2050%20Conference_0.

Assessing the Past and Future of Public Administration: Reflections from the Minnowbrook at 50 Conference

W https://www.businessofgovernment.org/sites/default/files/Assessing%20the%20Past%20and%20Future%20 ...

184/307 **SUBMITTED TEXT** 19 WORDS **82%** **MATCHING TEXT** 19 WORDS

The Future of Public Administration Around the World: The Minnowbrook Perspective, Washington D.C: Georgetown University Press. ?

The Future of Public Administration around the World: The Minnowbrook Perspective, 1-16. Washington, DC: Georgetown University Press.

W https://www.businessofgovernment.org/sites/default/files/Assessing%20the%20Past%20and%20Future%20 ...

185/307 **SUBMITTED TEXT** 30 WORDS **84%** **MATCHING TEXT** 30 WORDS

Public Administration." Public 132 Administration Review 7:200–203. ? Waldo, D. 1980. The Enterprise of Public Administration. Chandler and Sharp Publishers, Novato C.A. ?

Public Administration Fit in?'', Administration Review. 61(2), Waldo, D. (1980). The Enterprice of Public Administration. Chandler and Sharp Publishers, Novato C.A.

W https://www.redalyc.org/pdf/104/10410111.pdf

186/307 **SUBMITTED TEXT** 19 WORDS **96%** **MATCHING TEXT** 19 WORDS

Dwight. 1952a. "The Development of Theory of Democratic Administration". American Political Science Review 46:81–103

Dwight Waldo. 1952a. The Development of Theory of Democratic Administration. American Political Science Review, 46(1): 81-103.

W https://www.businessofgovernment.org/sites/default/files/Assessing%20the%20Past%20and%20Future%20 ...

187/307 **SUBMITTED TEXT** 20 WORDS **69%** **MATCHING TEXT** 20 WORDS

Bhattacharya, Mohit. 2001.New Horizons of Public Administration, New Delhi: Jawahar Publishers, ? Bhattacharya, Mohit.Development Administration. New Delhi: Jawahar

SA synopsis 12.docx (D139659069)

188/307 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

increasingly technocratic, performance oriented, and directed toward managing by results.

increasingly technocratic, performance oriented, and directed toward managing by results." 19

W https://www.businessofgovernment.org/sites/default/files/Assessing%20the%20Past%20and%20Future%20 ...

189/307	SUBMITTED TEXT	12 WORDS	90%	MATCHING TEXT	12 WORDS
the current state of public administration public management and public service			the current state and future of public administration, public management, and public service.		

W https://www.businessofgovernment.org/sites/default/files/Assessing%20the%20Past%20and%20Future%20 ...

190/307	SUBMITTED TEXT	12 WORDS	100%	MATCHING TEXT	12 WORDS
The Future of Public Administration Around the World: The Minnowbrook Perspective”			The Future of Public Administration around the World: The Minnowbrook Perspective, 1-16.		

W https://www.businessofgovernment.org/sites/default/files/Assessing%20the%20Past%20and%20Future%20 ...

191/307	SUBMITTED TEXT	17 WORDS	100%	MATCHING TEXT	17 WORDS
THE FUTURE OF PUBLIC ADMINISTRATION, PUBLIC MANAGEMENT, AND PUBLIC SERVICE AROUND THE WORLD 3.2			The future of public administration, public management and public service around the world:		

W https://core.ac.uk/download/pdf/96375.pdf

192/307	SUBMITTED TEXT	21 WORDS	90%	MATCHING TEXT	21 WORDS
Public administration as a discipline has evolved for many decades. Academic efforts like the past three Minnowbrook Conferences have helped			Public Administration as a discipline has evolved for many decades. Academic efforts like the two past Minnowbrook conferences have helped		

W https://www.redalyc.org/pdf/104/10410111.pdf

193/307	SUBMITTED TEXT	32 WORDS	87%	MATCHING TEXT	32 WORDS
The purpose of Minnowbrooks have been to develop a better understanding of the different positions and start building a consensus about the construction of a science of Public Administration. ?			The purpose of Minnowbrook III should be to develop a better understanding of the different positions and start building a consensus about the construction of a science of Public Administration. 101		

W https://www.redalyc.org/pdf/104/10410111.pdf

194/307 **SUBMITTED TEXT** 14 WORDS **78%** **MATCHING TEXT** 14 WORDS

Department of Public Administration, Maxwell School of Citizenship and Public Affairs at Syracuse University.

Department of Public Administration and International Maxwell School of Citizenship and Public Affairs, Syracuse University

W https://global.oup.com/academic/product/the-oxford-encyclopedia-of-public-administration-97801908 ...

195/307 **SUBMITTED TEXT** 16 WORDS **76%** **MATCHING TEXT** 16 WORDS

Social equity means that Public Administration should become champion of underprivileged sections of the society.

Social equity means that public administrators should become champions of the underprivileged sections of the society.

W https://cbpbu.ac.in/userfiles/file/2020/STUDY_MAT/POL_SC/New%20Public%20Administration,%202nd%20S ...

196/307 **SUBMITTED TEXT** 15 WORDS **71%** **MATCHING TEXT** 15 WORDS

reduction of economic and social discrimination and promotion of life opportunities for all groups.

SA MA Politics SEM 1 public administration.pdf (D110639260)

197/307 **SUBMITTED TEXT** 17 WORDS **95%** **MATCHING TEXT** 17 WORDS

Dahl, Robert. 1947. The Science of Public Administration: Three Problems. Public Administration Review 7:1–11 ?

Dahl, Robert The Science of Public Administration: Three Problems. Public Administration Review 7(1): 1-11.

W https://www.american.edu/spa/dpap/degrees/upload/puad-608-hafner-mpa.pdf

198/307 **SUBMITTED TEXT** 19 WORDS **97%** **MATCHING TEXT** 19 WORDS

George F., and Ralph Clark Chandler. 1997. Democracy and Public Administration: The Minnowbrook Perspective. International Journal of Public

George F . Frederickson and Ralph Clark Chandler. 1997. Democracy and Public Administration: The Minnowbrook Perspective. International Journal of Public

W https://www.businessofgovernment.org/sites/default/files/Assessing%20the%20Past%20and%20Future%20 ...

199/307 **SUBMITTED TEXT** 17 WORDS **75%** **MATCHING TEXT** 17 WORDS

Heady, Ferrel. 1966.Public Administration: A Comparative Perspective, Prentice-Hall. ? Henry, Nicholas. 1975.Public Administration and Public Affairs,

Heady, Ferrel. 1995. Public Administration: A Comparative Perspective. New York: Marcel Dekker. Henry, Nicholas. 2004. Public Administration and Public Affairs.

W https://egyankosh.ac.in/bitstream/123456789/78049/3/Block-1.pdf

200/307 **SUBMITTED TEXT** 18 WORDS **96%** **MATCHING TEXT** 18 WORDS

Frank. ed. 1971. Toward a New Public Administration: The Minnowbrook Per- spective. Scranton, PA: Chandler. ?

Frank Marini, ed., Toward a New Public Administration: The Minnowbrook Per- spective (Scranton, PA: Chandler

W http://www.untag-smd.ac.id/files/Perpustakaan_Digital_2/PUBLIC%20ADMINISTRATION%20Comparative%20p ...

201/307 **SUBMITTED TEXT** 23 WORDS **92%** **MATCHING TEXT** 23 WORDS

Assessing the Past and Future of Public Administration: Reflections from the Minnowbrook at 50 Conference" IBM Centre for The Business of Government

Assessing the Past and Future of Public Administration: Reflections from the Minnowbrook at 50 Conference IBM Center for The Business of Government

W https://www.businessofgovernment.org/sites/default/files/Assessing%20the%20Past%20and%20Future%20 ...

202/307 **SUBMITTED TEXT** 1 WORDS **100%** **MATCHING TEXT** 1 WORDS

Assessing%20the%20Past%20and %20Future%20of%20Public%20Administration%20- %20Reflections%20from%20the%20Minnowbrook%20at %2050%20Conference_0.

Assessing the Past and Future of Public Administration: Reflections from the Minnowbrook at 50 Conference

W https://www.businessofgovernment.org/sites/default/files/Assessing%20the%20Past%20and%20Future%20 ...

203/307 **SUBMITTED TEXT** 19 WORDS **82%** **MATCHING TEXT** 19 WORDS

The Future of Public Administration Around the World: The Minnowbrook Perspective, Washington D.C: Georgetown University Press. ?

The Future of Public Administration around the World: The Minnowbrook Perspective, 1-16. Washington, DC: Georgetown University Press.

W https://www.businessofgovernment.org/sites/default/files/Assessing%20the%20Past%20and%20Future%20 ...

204/307 **SUBMITTED TEXT** 25 WORDS **84%** **MATCHING TEXT** 25 WORDS

Public Administration." Public Administration Review 7:200–203. ? Waldo, D. 1980. The Enterprise of Public Administration. Chandler and Sharp Publishers, Novato C.A. ?

Public Administration Fit in?'', Public Administration Review. 61(2), Waldo, D. (1980). The Enterprice of Public Administration. Chandler and Sharp Publishers, Novato C.A.

W https://www.redalyc.org/pdf/104/10410111.pdf

205/307	SUBMITTED TEXT	18 WORDS	96%	MATCHING TEXT	18 WORDS

Dwight. 1952a. "The Development of Theory of Democratic Administration". American Political Science Review 46:81–103

Dwight Waldo. 1952a. The Development of Theory of Democratic Administration. American Political Science Review, 46(1): 81-103.

W https://www.businessofgovernment.org/sites/default/files/Assessing%20the%20Past%20and%20Future%20 ...

206/307	SUBMITTED TEXT	35 WORDS	69%	MATCHING TEXT	35 WORDS

Public Administration'. Two scholarly works "Towards a New Public Administration, The Minnowbrook Perspective" edited by Frank Marini, and "Public Administration in a Time of Turbulence" edited by Dwight Waldo, both published in 1971 gave

public administration. The two books "Towards a New Public Administration, The Minnow- brook Perspective" edited by Frank Marini and published in 1971 and "Public Administration in a Time of Turbulence" edited by Dwight Waldo and published simultaneously gave

W https://cbpbu.ac.in/userfiles/file/2020/STUDY_MAT/POL_SC/New%20Public%20Administration,%202nd%20S ...

207/307	SUBMITTED TEXT	28 WORDS	86%	MATCHING TEXT	28 WORDS

expressed their dissatisfaction with the state of the discipline of public 145 administration. They sought to give it a new image by discarding

expressed dissatisfaction with the state of the discipline of public administration and sought to give it a new image by discarding

W https://cbpbu.ac.in/userfiles/file/2020/STUDY_MAT/POL_SC/New%20Public%20Administration,%202nd%20S ...

208/307	SUBMITTED TEXT	12 WORDS	100%	MATCHING TEXT	12 WORDS

Several changes in policies and institutions began to be undertaken and

Several changes in policies and institutions began to be undertaken and

W https://egyankosh.ac.in/bitstream/123456789/19175/1/Unit-7.pdf

209/307	SUBMITTED TEXT	18 WORDS	100%	MATCHING TEXT	18 WORDS

to strengthen political and administrative capabilities for coping with the rapidly changing environments: economic, social, political, technological,

to strengthen political and administrative capabilities for coping with the rapidly changing environments: economic, social, political, technological

W https://egyankosh.ac.in/bitstream/123456789/19175/1/Unit-7.pdf

210/307 **SUBMITTED TEXT** 20 WORDS **69%** **MATCHING TEXT** 20 WORDS

Bhattacharya, Mohit. 2001.New Horizons of Public Administration, New Delhi: Jawahar Publishers, ? Bhattacharya, Mohit.Development Administration. New Delhi: Jawahar

SA synopsis 12.docx (D139659069)

211/307 **SUBMITTED TEXT** 34 WORDS **92%** **MATCHING TEXT** 34 WORDS

It was felt necessary to inject the goals of being responsive to the needs of clients and ensuring social equity in service delivery. This led to the development of New Public Administration (NPA)

SA MA Politics SEM 1 public administration.pdf (D110639260)

212/307 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

state into a welfare state, the responsibilities and functions of

state into a welfare state, the responsibilities and functions of

W https://egyankosh.ac.in/bitstream/123456789/19175/1/Unit-7.pdf

213/307 **SUBMITTED TEXT** 13 WORDS **83%** **MATCHING TEXT** 13 WORDS

The Honey Report on Higher Education for Public Service: The American Society

SA PSC_1046.pdf (D164969508)

214/307 **SUBMITTED TEXT** 25 WORDS **87%** **MATCHING TEXT** 25 WORDS

a public administration which fails to work for changes which tries to redress the deprivation of minorities will likely be eventually used to repress

A Public, Administration which fails to work for changes, which trier3_to redress the deprivation of minorities, qill likely be eventually used to repress

W https://egyankosh.ac.in/bitstream/123456789/19175/1/Unit-7.pdf

215/307 **SUBMITTED TEXT** 21 WORDS **73%** **MATCHING TEXT** 21 WORDS

Public Administration, 1967 In 1967, the American Academy of Political and Social Science organised a conference in Philadelphia under the

public administration experts; Philadelphia Conference (1967) the American Academy of Political and Social organized a conference in Philadelphia. The

W https://schoolofpoliticalscience.com/new-public-administration/

216/307 **SUBMITTED TEXT** 24 WORDS **56%** **MATCHING TEXT** 24 WORDS

Anti-positivism: this means that they reject the definition of public administration as "value- free" and also reject the rationalist or deterministic view of humankind.

anti-positivist which means: (a) They reject the definition of public administration as 'value-free', (b) They reject a rationalist or perhaps deterministic view of humankind, (

W https://cbpbu.ac.in/userfiles/file/2020/STUDY_MAT/POL_SC/New%20Public%20Administration,%202nd%20S ...

217/307 **SUBMITTED TEXT** 113 WORDS **98%** **MATCHING TEXT** 113 WORDS

In the words of Frederickson "The essence of New Public Administration is some sort of movement in the direction of normative theory, philosophy, social concern and activism. It is less generic and more public, less descriptive and more perspective less institutional oriented less mental and more normative". Nigro and Nigro observe, "In the past public administration has neglected the question of values in relation to the social purposes of government and that public officials have emphasized efficiency and economy of execution often at the expense of social equity. These officials profess neutrality but in fact have been far from neutral even catering to special interests". 4.9 FEATURES OF NEW PUBLIC ADMINISTRATION

In the words of Frederickson "The essence of New Public Administration is some sort of movement in the direction of normative theory, philosophy, social concern and activism. It less generic and more public, less descriptive and more perspective less institutional oriented less mental and more normative" and Nigro observe"....In the past public administration has neglected the question of values in relation to the social purposes of government and that public officials have emphasized efficiency and economy of execution often at the expense of social equity. These officials profess neutrality but in fact have been far from neutral even catering to special interests". Evaluation of New Public Administration:

W https://cbpbu.ac.in/userfiles/file/2020/STUDY_MAT/POL_SC/New%20Public%20Administration,%202nd%20S ...

218/307 **SUBMITTED TEXT** 14 WORDS **100%** **MATCHING TEXT** 14 WORDS

distributive functions and impact of governmental institutions should be public administration's basic concern.

SA MA Politics SEM 1 public administration.pdf (D110639260)

219/307 **SUBMITTED TEXT** 133 WORDS **79%** **MATCHING TEXT** 133 WORDS

In contrast to Minnowbrook I, which challenged Public Administration to become proactive with regard to social issues, Minnowbrook II retreated from an action perspective to cerebral examinations ofdemocracy, ethics, responsibility, philosophy, and even economics. (Mary Timney Bailey, 1989) 150 Holzer (1989) says that the conferees at the Minnowbrook II evidenced a 'constrained hopefulness' for the 1990s. He identifies two main arguments for Public Administration as a challenging pursuit. First, citizens are again seeking a renewed sense of community and shared endeavour, emphasizing interpersonal values and de-emphasizing personal gain. Second, public servants are an important link in the social system. Society will have to look to Public Administrators to solve a continuing stream of problems. Guy (1989) establishes that the eleven themes emerged from the deliberations of Minnowbrook II.

In contrast to Minnowbrook I, which challenged Public Administration to become proactive with regard to social issues, Minnowbrook II retreated from an action perspective to cerebral examinations of democracy, ethics, responsibility, philosophy, and even economics. Mary Timney Holzer (1989) says that although the somewhat naive self-confidence of the 1960s was missing at Minnowbrook II, the conferees evidenced a 'constrained hopefulness' for the 1990s. He identi- fies two main arguments for Public Ad- ministration as a challenging pursuit. First, citizens are again seeking a re- newed sense of community and shared endeavor, emphasizing interpersonal values and de-emphasizing personal gain. Second, public servants are an important link in the social system. Society will have to look to Public Ad- ministrators to solve a continuing stream of problems. Guy (1989) establishes that the ele- ven themes teased from the delibe- rations of Minnowbrook II

W https://www.redalyc.org/pdf/104/10410111.pdf

220/307 **SUBMITTED TEXT** 17 WORDS **100%** **MATCHING TEXT** 17 WORDS

The concerns for social equity that pre- dominated at Minnowbrook I are largely at peace now.

The concerns for social equity that pre- dominated at Minnowbrook I are largely at peace now.

W https://www.redalyc.org/pdf/104/10410111.pdf

221/307 **SUBMITTED TEXT** 55 WORDS **99%** **MATCHING TEXT** 55 WORDS

was a concomitant sense that social equity was much closer to reality in 1989 than it was in 1968. 2. Strong concerns were expressed about democratic values and the centrality of Public Administration to promoting them. This concern was manifest in the focus on ethics, accountability, and leadership in Public Administration. 3.

was a concomitant sense that social equity was much closer to reality in 1989 than it was in 1968. b) Strong concerns were expressed about democratic values and the centrality of Public Administration to promoting them. This concern was manifest in the focus on ethics, accountability, and leadership in Public Administration. 99

W https://www.redalyc.org/pdf/104/10410111.pdf

222/307	SUBMITTED TEXT	19 WORDS	100%	MATCHING TEXT	19 WORDS

Diversity in society and in the work force was accepted as a basic value among participants. 5.

Diversity in society and in the work force was accepted as a basic value among participants.

W https://www.redalyc.org/pdf/104/10410111.pdf

223/307	SUBMITTED TEXT	123 WORDS	97%	MATCHING TEXT	123 WORDS

the tone of Minnowbrook II was one of constrained hopefulness. A revised sense of what government should do and what government can do was being debated in the nation at the time. Participants seem to have come to terms with this change and are hopeful for a constructive role for Public Administration to play on both the national and global scale. 6. Certain 'rules of the road' were accepted. Visions were of the near future, not the long-term future, and the participants were voluntarily constrained to that which was judged by participants to be realistic. 7. A professional 'ethnocentricity' or parochialism prevailed, indicating that Public Administration as a field is having a hard time dealing with its interdisciplinary roots. 8.

The tone of Minnowbrook II was one of constrained hopefulness. A revised sense of what government should do and what government can do was being debated in the nation at the time. Participants seem to have come to terms with this change and are hopeful for a constructive role for Public Administration to play on both the national and global scale (Guy, 1989). f) Certain 'rules of the road' were accepted. Visions were of the near future, not the long-term future, and the participants were voluntarily constrained to that which was judged by participants to be realistic. g) A professional 'ethnocentricity' or parochialism prevailed, indicating that Public Administration as a field is having a hard time dealing with its interdisciplinary roots.

W https://www.redalyc.org/pdf/104/10410111.pdf

224/307	SUBMITTED TEXT	70 WORDS	94%	MATCHING TEXT	70 WORDS

Innovative personnel practices were described or called for in order to move away from public manager's current inability to hire employees on a timely basis, promote the best employees, and reinforce high productivity while being able to discharge non-productive employees. 151 9. Unwillingness to address technological issues was evident. Technology was seen as diminishing public service rather a tool to improve it. 10.

Innovative personnel practices were described or called for in order to move away from public manager's current inability to hire employees on a timely basis, promote the best employees, and reinforce high productivity while being able to discharge nonproductive employees. Unwillingness to address technological issues was evident. Technology was seen as diminishing public service rather a tool to improve it.

W https://www.redalyc.org/pdf/104/10410111.pdf

225/307 **SUBMITTED TEXT** 45 WORDS **95%** **MATCHING TEXT** 45 WORDS

Unwillingness to look at the specifics of what government should do was evident. According to Guy, even in the midst of discussions on the inevitability of administrators exerting control over policy agendas, the politics/administration dichotomy appears to be alive and well. 4.11

Unwillingness to look at the specifics of what government should do was evident. According to Guy, even in the midst of discussions on the inevitability of admi- nistrators exerting control over policy agendas, the politics/administration dichotomy appears to be alive and well. 2.

W https://www.redalyc.org/pdf/104/10410111.pdf

226/307 **SUBMITTED TEXT** 49 WORDS **70%** **MATCHING TEXT** 49 WORDS

OF NEW PUBLIC ADMINISTRATION: The critics of the doctrine held that NPA only possesses one kind of difference by definition. Alan Campbell argued "it differs from the 'old' public administration only in that it is responsive to a different set of societal problems from those of other periods."

of New Public Administration: The critics of the doctrine of New Public Administration hold that the New Public Ad- ministration possesses only a kind of difference by definition. For example, Campbell argues that it "differs from the 'old' public administration only in that it is responsive to a different set of societal problems from those of other periods."

W https://cbpbu.ac.in/userfiles/file/2020/STUDY_MAT/POL_SC/New%20Public%20Administration,%202nd%20S ...

227/307 **SUBMITTED TEXT** 13 WORDS **83%** **MATCHING TEXT** 13 WORDS

strong emphasis on citizens' participation in decision making, on normative value of

strong emphasis on citizen's participation in decision-making, on normative value of

W https://egyankosh.ac.in/bitstream/123456789/19175/1/Unit-7.pdf

228/307 **SUBMITTED TEXT** 20 WORDS **68%** **MATCHING TEXT** 20 WORDS

a reminder regarding the need for reorientation of theory and practice of public administration. Dwight Waldo in his book "

a reminder ahut the need for reorientation of theory and practice of Pu biic Adnli n istntion. Dwight Waldo, in his book

W https://egyankosh.ac.in/bitstream/123456789/19175/1/Unit-7.pdf

229/307 **SUBMITTED TEXT** 24 WORDS **52%** **MATCHING TEXT** 24 WORDS

even more. Carter and Duffey writing on NPA in the International Journal of Public Administration (1984) however, expressed doubts whether "the objective

even more than before. Carter and Duffey, writing on New Public Adrn~inistration in the Xnternatlunrtl Journal of Public Adminishalion, (19841, have expressed doubt whether the objective

W https://egyankosh.ac.in/bitstream/123456789/19175/1/Unit-7.pdf

230/307 **SUBMITTED TEXT** 26 WORDS **92%** **MATCHING TEXT** 26 WORDS

social equity is actually getting recognised as a well-established administrative objective or value in addition to the existing ones of efficiency, effectiveness, and public accountability.

social equity is actually getting recognised as a well-established adrninis~rative objective or value ' in addition to the existing ones of efficiency, effectiveness and public accountability.

W https://egyankosh.ac.in/bitstream/123456789/19175/1/Unit-7.pdf

231/307 **SUBMITTED TEXT** 16 WORDS **86%** **MATCHING TEXT** 16 WORDS

to serve the cause of social equity is to actively work towards social change. The

SA PSC_1046.pdf (D164969508)

232/307 **SUBMITTED TEXT** 32 WORDS **51%** **MATCHING TEXT** 32 WORDS

government curtailed spending on social welfare programmes, it was the deprived section that did not even have adequate access to all the requisite economic and social facilities for their substantial betterment.

government spending on social welfsc programme in USA the deprived sections of the people still do not have adequate access to all the requisite economic and social facilities for their substantial betterment.

W https://egyankosh.ac.in/bitstream/123456789/19175/1/Unit-7.pdf

233/307 **SUBMITTED TEXT** 16 WORDS **90%** **MATCHING TEXT** 16 WORDS

adoption of social equity as a policy and administrative objective is not an easy proposition

adoption of social equity as a policy and ddininistrative objective is not an easy proposition.

W https://egyankosh.ac.in/bitstream/123456789/19175/1/Unit-7.pdf

234/307 **SUBMITTED TEXT** 26 WORDS **100%** **MATCHING TEXT** 26 WORDS

Further, the concept 152 of social equity is vague. What it means, what it requires in public programmes, opinions vary greatly.

Further, the concept of social equity is vague. What it means, what it requires in public programmes, opinions vary greatly.

W https://cbpbu.ac.in/userfiles/file/2020/STUDY_MAT/POL_SC/New%20Public%20Administration,%202nd%20S ...

235/307 **SUBMITTED TEXT** 50 WORDS **100%** **MATCHING TEXT** 50 WORDS

Robert T. Golembiewski holds that New Public Administration must be counted a partial success, at best and perhaps only a cruel reminder of the gap in the field between aspiration and performance. He describes it “revolution or radicalism in words and (at best) status quo in skills or technologies.”

Robert T. Golembiewski holds that New Public Administration must be counted a partial success, at best and perhaps only a cruel reminder of the gap in the field between aspiration and performance. He describes it “revolution or radicalism in words and (at best) status quo in skills or technologies.”

W https://cbpbu.ac.in/userfiles/file/2020/STUDY_MAT/POL_SC/New%20Public%20Administration,%202nd%20S ...

236/307 **SUBMITTED TEXT** 15 WORDS **89%** **MATCHING TEXT** 15 WORDS

trends in the study and practice of public administration in several countries both developed

trends in the study and practice of Public.4dministration in several countries, both developed (

W https://egyankosh.ac.in/bitstream/123456789/19175/1/Unit-7.pdf

237/307 **SUBMITTED TEXT** 26 WORDS **84%** **MATCHING TEXT** 26 WORDS

On the whole, these trends indicate: a) growing emphasis on social equity in public policies and administrative actions; b) devising of institutional arrangements

On the whole, these trends indicate: ' a) growing emphasis on social equity in puh!ic policies and administrative actions; b) devising of instihtional arrangements

W https://egyankosh.ac.in/bitstream/123456789/19175/1/Unit-7.pdf

238/307 **SUBMITTED TEXT** 77 WORDS **75%** **MATCHING TEXT** 77 WORDS

facilitate increased public participation in administrative processes (i.e. decision-making, operations, etc.) at local and grassroot levels; c) strengthening of political direction of administration as well as of administrative accountability to the political authorities withinthegovernment; d) adoption of innovative (new) types of organisations as well as ofmodernmanagement practices, and techniques and technologies to raise the administrative capability (i.e. efficiency and effectiveness) to deal with highly diverse, complex end numerous governmental tasks.

facilitate increased public participation in administrative processes (i.e. decision-making, operations, etc.) at local and grassmot levels; I c) strengthening of political direction of administration as wall as of administrative accountability to the politiqal authorities within the government; d) adoption of innovative (new) types of organisations as well as of modm management pra&tices, and techniques and technologies to raise the adminiswtivc capability (i a I efficiency and effectiveness) to deal with highly diverse, complex end numcmus governmental tasks.

W https://egyankosh.ac.in/bitstream/123456789/19175/1/Unit-7.pdf

239/307 **SUBMITTED TEXT** 53 WORDS **96%** **MATCHING TEXT** 53 WORDS

The New Public Administration has not yet developed a theory of its own. It was the product of the social ferment of the 1960's and early 1970s in the United States. The Minnowbrook Conference was a youth conference which felt that old public administration had failed to solve the current social problems.

The New Public Administration has not yet developed a theory of its own. It was the product of the social ferment of the 1960's and early 1970s in the United States. The Minnow-brook Conference was a youth conference which felt that old public administration had failed to solve the current social problems.

W https://cbpbu.ac.in/userfiles/file/2020/STUDY_MAT/POL_SC/New%20Public%20Administration,%202nd%20S ...

240/307 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

the scope and nature of the discipline of public administration

the scope and nature of the discipline of public administration.

W https://www.aijbm.com/wp-content/uploads/2020/09/I395661.pdf

241/307 **SUBMITTED TEXT** 22 WORDS **64%** **MATCHING TEXT** 22 WORDS

the efficacy of the administration must be seen not only from the point of view of the government but also from

the effectiveness of the administrator should be judged not only from the point of view of the government, but from

W https://en.wikipedia.org/wiki/New_Public_Administration

242/307 **SUBMITTED TEXT** 17 WORDS **65%** **MATCHING TEXT** 17 WORDS

reduction of economic and social discrimination and promotion of life opportunities for all groups. Efficiency: the

SA MA Politics SEM 1 public administration.pdf (D110639260)

243/307 **SUBMITTED TEXT** 17 WORDS **95%** **MATCHING TEXT** 17 WORDS

Dahl, Robert. 1947. The Science of Public Administration: Three Problems. Public Administration Review 7:1–11 ?

Dahl, Robert The Science of Public Administration: Three Problems. Public Administration Review 7(1): 1-11.

W https://www.american.edu/spa/dpap/degrees/upload/puad-608-hafner-mpa.pdf

244/307	SUBMITTED TEXT	19 WORDS	97%	MATCHING TEXT	19 WORDS
George F., and Ralph Clark Chandler. 1997. Democracy and Public Administration: The Minnowbrook Perspective. International Journal of Public			George F . Frederickson and Ralph Clark Chandler. 1997. Democracy and Public Administration: The Minnowbrook Perspective. International Journal of Public		

W https://www.businessofgovernment.org/sites/default/files/Assessing%20the%20Past%20and%20Future%20 ...

245/307	SUBMITTED TEXT	17 WORDS	75%	MATCHING TEXT	17 WORDS
Heady, Ferrel. 1966.Public Administration: A Comparative Perspective, Prentice-Hall. ? Henry, Nicholas. 1975.Public Administration and Public Affairs,			Heady, Ferrel. 1995. Public Administration: A Comparative Perspective. New York: Marcel Dekker. Henry, Nicholas. 2004. Public Administration and Public Affairs.		

W https://egyankosh.ac.in/bitstream/123456789/78049/3/Block-1.pdf

246/307	SUBMITTED TEXT	18 WORDS	96%	MATCHING TEXT	18 WORDS
Frank. ed. 1971. Toward a New Public Administration: The Minnowbrook Per- spective. Scranton, PA: Chandler. ?			Frank Marini, ed., Toward a New Public Administration: The Minnowbrook Per- spective (Scranton, PA: Chandler		

W http://www.untag-smd.ac.id/files/Perpustakaan_Digital_2/PUBLIC%20ADMINISTRATION%20Comparative%20p ...

247/307	SUBMITTED TEXT	23 WORDS	92%	MATCHING TEXT	23 WORDS
Assessing the Past and Future of Public Administration: Reflections from the Minnowbrook at 50 Conference" IBM Centre for The Business of Government			Assessing the Past and Future of Public Administration: Reflections from the Minnowbrook at 50 Conference IBM Center for The Business of Government		

W https://www.businessofgovernment.org/sites/default/files/Assessing%20the%20Past%20and%20Future%20 ...

248/307	SUBMITTED TEXT	1 WORDS	100%	MATCHING TEXT	1 WORDS
Assessing%20the%20Past%20and %20Future%20of%20Public%20Administration%20- %20Reflections%20from%20the%20Minnowbrook%20at %2050%20Conference_0.			Assessing the Past and Future of Public Administration: Reflections from the Minnowbrook at 50 Conference		

W https://www.businessofgovernment.org/sites/default/files/Assessing%20the%20Past%20and%20Future%20 ...

249/307 **SUBMITTED TEXT** 19 WORDS **82%** **MATCHING TEXT** 19 WORDS

The Future of Public Administration Around the World: The Minnowbrook Perspective, Washington D.C: Georgetown University Press. ?

The Future of Public Administration around the World: The Minnowbrook Perspective, 1-16. Washington, DC: Georgetown University Press.

W https://www.businessofgovernment.org/sites/default/files/Assessing%20the%20Past%20and%20Future%20 ...

250/307 **SUBMITTED TEXT** 25 WORDS **84%** **MATCHING TEXT** 25 WORDS

Public Administration." Public Administration Review 7:200–203. ? Waldo, D. 1980. The Enterprise of Public Administration. Chandler and Sharp Publishers, Novato C.A. ?

Public Administration Fit in?'', Public Administration Review. 61(2), Waldo, D. (1980). The Enterprice of Public Administration. Chandler and Sharp Publishers, Novato C.A.

W https://www.redalyc.org/pdf/104/10410111.pdf

251/307 **SUBMITTED TEXT** 16 WORDS **96%** **MATCHING TEXT** 16 WORDS

Dwight. 1952a. "The Development of Theory of Democratic Administration". American Political Science Review 46:81–103

Dwight Waldo. 1952a. The Development of Theory of Democratic Administration. American Political Science Review, 46(1): 81-103.

W https://www.businessofgovernment.org/sites/default/files/Assessing%20the%20Past%20and%20Future%20 ...

252/307 **SUBMITTED TEXT** 20 WORDS **69%** **MATCHING TEXT** 20 WORDS

Bhattacharya, Mohit. 2001.New Horizons of Public Administration, New Delhi: Jawahar Publishers, ? Bhattacharya, Mohit.Development Administration. New Delhi: Jawahar

SA synopsis 12.docx (D139659069)

253/307 **SUBMITTED TEXT** 15 WORDS **88%** **MATCHING TEXT** 15 WORDS

To understand the factors that led to the evolution of Comparative Public Administration ?

to: ●● Highlight the factors that led to the evolution of comparative public administration; ●●

W https://egyankosh.ac.in/bitstream/123456789/78049/3/Block-1.pdf

254/307 **SUBMITTED TEXT** 111 WORDS **100%** **MATCHING TEXT** 111 WORDS

Traditional comparative government and administrative studies were confined to big powers, such as the United States, Great Britain, France, Germany, the Soviet Union, and Italy. This was a limitation in the traditional studies. Besides, the traditional analysis focused mainly on the organization of government institutions, with a negligible emphasis on the behavioural or dynamic aspects of the government systems. Besides, most studies were descriptive in nature 157 and not analytical or explanatory or problem–oriented. Moreover, these studies did not take into account the interaction between the government systems and their environment. Fred Riggs calls these studies the "governments of foreign countries" rather than "comparative governments".

Traditional comparative government and administrative studies were confined to big powers, such as the United States, Great Britain, France, Germany, the Soviet Union, and Italy. This was a limitation in the traditional studies. Besides, the traditional analysis focused mainly on the organization of government institutions, with a negligible emphasis on the behavioural or dynamic aspects of the government systems. Besides, most studies were descriptive in nature and not analytical or explanatory or problem–oriented. Moreover, these studies did not take into account the interaction between the government systems and their environment. Fred Riggs calls these studies the "governments of foreign countries" rather than "comparative governments".

W https://egyankosh.ac.in/bitstream/123456789/78049/3/Block-1.pdf

255/307 **SUBMITTED TEXT** 94 WORDS **100%** **MATCHING TEXT** 94 WORDS

Woodrow Wilson in his seminal article "The Study of Administration" published the Political Science Quarterly (1887) had suggested that the USA should learn from the patterns of European administrative systems without borrowing from them their centralized monarchical political systems. This was a clear comparative orientation. Even L. D. White, who published the first text book in Public Administration 'Introduction to the Study of Public Administration' in 1926, was interested in constructing principles of administration that would provide guidelines of action in public administration of Russia, Great Britain, Iraq, and the United States.

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W https://egyankosh.ac.in/bitstream/123456789/78049/3/Block-1.pdf

256/307 **SUBMITTED TEXT** 31 WORDS **86%** **MATCHING TEXT** 31 WORDS

the comparative aspects of public administration have largely been ignored and as long as the study of public administration is not comparative, claim for 'science of administration' sounds rather hollow." 5.3

the comparative aspects of public administration have largely been ignored; and as long as the study of public administration is not comparative, claims for ''a science of public administration'' sound rather hollow.

W http://www.untag-smd.ac.id/files/Perpustakaan_Digital_2/PUBLIC%20ADMINISTRATION%20Comparative%20p ...

257/307 **SUBMITTED TEXT** 28 WORDS **59%** **MATCHING TEXT** 28 WORDS

OF COMPARATIVE ADMINISTRATIVE GROUP 5.5 FEATURES OF COMPARATIVE PUBLIC ADMINISTRATION 5.6 SCOPE OF COMPARATIVE PUBLIC ADMINISTRATION 5.7 SIGNIFICANCE AND FUTURE OF COMPARATIVE PUBLIC ADMINISTRATION 5.8 CONCLUSION 5.9

of Comparative Public Administration • Objectives of Comparative Public Administration • Characteristics of Comparative Public Administration • Significance of Comparative Public Administration • Conclusion •

W https://schoolofpoliticalscience.com/comparative-public-administration/

258/307 **SUBMITTED TEXT** 35 WORDS **90%** **MATCHING TEXT** 35 WORDS

Comparative public administration is a branch of public administration as it considers the workings of government in different socio-economic and cultural settings. Like public administration, comparative administration covers a wide variety of activities. Scholars

Comparative public administration is a branch of public administration. As an approach, it considers the workings of government in different socio- economic and cultural settings. Much like public administration, compar- ative administration covers a wide variety of activities. Scholars

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259/307 **SUBMITTED TEXT** 20 WORDS **60%** **MATCHING TEXT** 20 WORDS

employing comparative approach focus varied issues ranging from public policy making and implementation in both developed and developing areas.

employing the comparative approach focus on a wide variety of issues including public policy making and implementation in both the developed and developing areas.

W http://www.untag-smd.ac.id/files/Perpustakaan_Digital_2/PUBLIC%20ADMINISTRATION%20Comparative%20p ...

260/307 **SUBMITTED TEXT** 25 WORDS **100%** **MATCHING TEXT** 25 WORDS

by taking a keen look at administrative processes in all socio-economic and ecological settings, we have a more holistic view of the larger field." (

By taking a keen look at administrative processes in all socio-economic and ecological settings, we have a more holistic view of the larger field.

W http://www.untag-smd.ac.id/files/Perpustakaan_Digital_2/PUBLIC%20ADMINISTRATION%20Comparative%20p ...

261/307 **SUBMITTED TEXT** 45 WORDS **96%** **MATCHING TEXT** 45 WORDS

comparative public administration is defined as the study of administrative systems in a comparative fashion or the study of public administration in other countries. Another definition for "comparative public administration" is the "quest for patterns and regularities in administrative action and behaviour". It

Comparative public administration is defined as the study of administrative systems in a comparative fashion or the study of public administration in other countries. Another definition for "comparative public administration" is the "quest for patterns and regularities in administrative action and behavior". It

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262/307 **SUBMITTED TEXT** 54 WORDS **95%** **MATCHING TEXT** 54 WORDS

can fit in our won systems. In addition, comparative studies also help in explaining factors responsible for cross-national and cross-cultural similarities as well as difference in the administrative systems. Thus, comparative public administration is a comparative study of diverse administrative systems, on whose conclusions most scientific efforts are made in public administration.

can fit in our own nations and systems. In addition, comparative studies also help in explaining factors responsible for cross-national and cross-cultural similarities as well as difference in the administrative systems. Thus, comparative public administration is a comparative study of diverse administrative systems, on whose conclusions most scientific efforts are made in public administration.

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263/307 **SUBMITTED TEXT** 32 WORDS **38%** **MATCHING TEXT** 32 WORDS

comparative public administration can help in map patterns and regularities of administrative action and behaviour. Thus, one not one can gain information on the diversity of human experience, but also the

Comparative public administration is a quest for patterns and regularities of administrative action and behaviour. Through comparative analysis, we are able to show not only the diversity of human experience, but also the

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264/307 **SUBMITTED TEXT** 25 WORDS **75%** **MATCHING TEXT** 25 WORDS

comparison extends our knowledge of how to explore, reflect, and also better understand universal administrative features instead of being just restricted to ethnocentric views.

Comparison extends our knowledge of how to explore, reflect, and better understand universal administrative attributes, instead of being confined to ethnocentric views. 2

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265/307	SUBMITTED TEXT	51 WORDS	99%	MATCHING TEXT	51 WORDS

As society is dynamic, it becomes imperative to reinterpret and re- evaluate administrative structures to be in line with the ever changing trends in life. This is best done through Comparative Public Administration. A comparative study is usually done on an interdisciplinary format, thus encouraging more analysis on social phenomena.

As the society is dynamic, it becomes imperative to reinterpret and re-evaluate administrative structures to be in line with the ever changing trends in life. This is best done through Comparative Public Administration. A comparative study is usually done on an interdisciplinary format, thus encouraging more analysis on social phenomena.

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266/307	SUBMITTED TEXT	123 WORDS	92%	MATCHING TEXT	123 WORDS

Comparative public administration is considered to have the following purposes: 1. To learn the distinctive features of a particular administrative system or a cluster of systems. 2. To explain the factors responsible for cross-national and cross-cultural similarities and differences in administrative structure, functions, behaviour, and impact. 3. To examine the causes for the success or failure of particular administrative systems in their ecological settings. Thus, the discipline looks closely at the dynamic 159 interaction between administrative systems and their respective environments, including their positive and negative influences. 4. To understand the strategies of administrative reforms, their processes and impacts and the factors responsible for the level of success or failure of reforms. 5.4

Comparative public administration is considered to have the following purposes: 1. T o learn the distinctive features of a particular administrative system or a cluster of systems. 2. T o explain the factors responsible for cross-national and cross-cultural similarities and differences in administrative structure, functions, behaviour, and impact. 3. o examine the causes for the success or failure of particular administrative systems in their ecological settings. Thus, the discipline looks closely at the dynamic interaction between administrative systems and their respective environments, including their positive and negative influences. 4. T o understand the strategies of administrative reforms, their processes and impacts and the factors responsible for the level of success or failure of reforms. 1.4

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267/307	SUBMITTED TEXT	16 WORDS	80%	MATCHING TEXT	16 WORDS

acceptance in the USA and several other countries. While studying the political systems of different

acceptance in the US and several other countries. A few scholars, while studying the political systems of different

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268/307 **SUBMITTED TEXT** 51 WORDS **87%** **MATCHING TEXT** 51 WORDS

of the scholars who took interests in comparative politics as well as comparative public administration are Leonard Binder, Joseph La Palombara, Alfred Diamant, Fred Riggs, Edward Weidnar, and Ferrel Heady. The Comparative Public Administration Movement borrowed from Comparative Politics Movement several concepts, methodologies, models, and theories. Comparative Public Administration

of the political system. Some scholars took interest in comparative politics as well as comparative public administration including Leonard Binder, Joseph La Palombara, Alfred Diamant, Fred Riggs, Edward Weidnar, and Ferrel Heady. The Comparative Public Administration Movement borrowed from Comparative Politics Movement several concepts, methodologies, models, and theories. 12 Comparative Public Administration:

W https://egyankosh.ac.in/bitstream/123456789/78049/3/Block-1.pdf

269/307 **SUBMITTED TEXT** 24 WORDS **63%** **MATCHING TEXT** 24 WORDS

real impetus in 1962 when the Comparative Administrative Group of the American Society for Public Administration (APSA) received funding from the Ford Foundation.

real impetus came in 1962 when the Comparative Administration Group (CAG founded in 1960) of the American Society for Public Administration received financing from the Ford Foundation

W https://gacbe.ac.in/pdf/ematerial/18MPA25E-U1.pdf

270/307 **SUBMITTED TEXT** 129 WORDS **100%** **MATCHING TEXT** 129 WORDS

Fred W. Riggs was the chairman of the group from its inception till the end of 1970. The CAG conducted a series of seminars on comparative administrative systems, focusing on theoretical as well as applied perspectives. It published more than one hundred monographs and brought out several edited anthologies on various themes. The group also sponsored many research studies in countries of Asia, Europe, Latin America, and Africa. Besides, it was instrumental in publishing a quarterly, 'Journal of Comparative Administration' through SAGE publishers; the journal was later re-named as Administration and Society, which still continues to be published. Among the scholars, who were pioneers in the Comparative Public Administration Movement were Ralph Braibanti, Milton Esman, Ferrel Heady, John Montgomery, Fred Riggs, William Siffin, and Dwight Waldo.

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271/307 **SUBMITTED TEXT** 56 WORDS **73%** **MATCHING TEXT** 56 WORDS

five motivating concerns as addressed by CPA: 160 1. Search for theory 2. Urge for practical application 3. Incidental contribution of the broader field of comparative politics 4. Interest of researchers trained in the tradition of administrative law 5. Comparative analysis of ongoing problems of public administration.

five „motivating concerns" as an intellectual enterprise. are: (a) search for theory; (b) The urge for practical application; (c) The incidental contribution of the broader field of comparative politics; (d) The interest of researchers trained in the tradition of administrative law; and (e) The comparative analysis of ongoing problems of public administration.

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272/307 **SUBMITTED TEXT** 52 WORDS **73%** **MATCHING TEXT** 52 WORDS

In 1973, with the efforts of Fred Riggs and other scholars, a Section on International and Comparative Administration (SICA) was set up which continues to promote study, teaching and research in comparative public administration. This comprised of practitioners and academics, who are interested in global public administration. It has done a

in 1973, with the efforts of Fred Riggs and other scholars, a Section on International and Comparative Administration (SICA) was set up, as a section of the American Society of Public Administration, which continues to promote study, and teaching and research in comparative public administration. SICA is comprised of practitioners and academics, who are involved in or have interest in international and overseas public administration. It has done a

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273/307 **SUBMITTED TEXT** 81 WORDS **94%** **MATCHING TEXT** 81 WORDS

Through their aegis, the CAG movement churned out voluminous publications. These included Dwight Waldo (1963), Comparative Public Ad- ministration: Prologue, Problems, and Promise, and Ferrel Heady, Comparative Public Administration: Concerns and Priorities; 161 also in this genre was Ferrel Heady and Sybil Stokes (1962), Papers in Comparative Administration among others. Since this is not the central issue of the essay, our attention is directed to Comparative Public Administration: An Annotated Bibliography by Mark Huddleston (1984). 5.5

Through their aegis, the CAG movement churned out voluminous pub- lications. These included Dwight Waldo (1963), Comparative Public Ad- ministration: Prologue, Problems, and Promise, and Ferrel Heady, Comparative Public Administration: Concerns and Priorities; also in this genre was Ferrel Heady and Sybil Stokes (1962), Papers in Comparative Administration among others. Since this is not the central issue of the essay, our attention is directed to Comparative Public Administration: An Anno- tated Bibliography by Mark Huddleston (1984).

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274/307 **SUBMITTED TEXT** 20 WORDS **61%** **MATCHING TEXT** 20 WORDS

administration. 5. CPA has two basic motivational concerns: theory-building and administrative problems of the developing countries. 5.6 SCOPE OF	administration. It has two basis motivational concerns; namely, a) theory-building, and b) administrative problems and challenges of the developing countries evidently of

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275/307 **SUBMITTED TEXT** 16 WORDS **66%** **MATCHING TEXT** 16 WORDS

the scope of CPA is as large as that of public administration. For any public	The scope of comparative public administration is, as large as that of public administration as such. Hence, any public

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276/307 **SUBMITTED TEXT** 51 WORDS **81%** **MATCHING TEXT** 51 WORDS

would fall under the scope of comparative public administration. The following studies in comparative public administration will explain its scope: 1. Cross-institutional Analysis: when two or more institutions or organizations are compared in terms of their structure, functions, processes, environment, and impact; such an analysis is called cross-institutional analysis. For	would fall within the scope of comparative public administration. A few types of studies in comparative public administration, which would explain its scope, are as under: 1. Cr oss-institutional Analysis When two or more institutions or organizations are compared in terms of their structure, functions, processes, environment, and impact; such an analysis is called cross-institutional analysis. For

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277/307 **SUBMITTED TEXT** 32 WORDS **100%** **MATCHING TEXT** 32 WORDS

a comparison can 162 be made between the School Education Department with the Higher Education Department of West Bengal in term of efficiency and innovativeness. 2.	a comparison can be made between the School Education Department with the Higher Education Department of West Bengal in term of efficiency and innovativeness.

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278/307 **SUBMITTED TEXT** 13 WORDS **71%** **MATCHING TEXT** 13 WORDS

of administrative structures within a country. The comparison can be inter- district or inter-	of administrative structures within the same country. This comparison can be of inter- district or inter-

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279/307 **SUBMITTED TEXT** 29 WORDS **100%** **MATCHING TEXT** 29 WORDS

national but Intra-cultural: When comparisons are made between the administrative systems of two or more nations belonging to the same 'culture', these are called cross-national but intra-cultural comparisons.

national but Intra-Cultural When comparisons are made between the administrative systems of two or more nations belonging to the same 'culture', these are called cross-national but intra-cultural comparisons.

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280/307 **SUBMITTED TEXT** 23 WORDS **100%** **MATCHING TEXT** 23 WORDS

a study of the status of women in the administrative systems of India, Bangladesh, and Sri Lanka will be cross-national but intra-cultural.

a study of the status of women in the administrative systems of India, Bangladesh, and Sri Lanka will be cross-national but intra-cultural,

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281/307 **SUBMITTED TEXT** 20 WORDS **66%** **MATCHING TEXT** 20 WORDS

what works and why it works. Furthermore, it helps in improvising administrative systems by making them more efficient

what works and why it works. Also, it helps improvise administrative systems making them more efficient

W http://eflorakkl.in/staff/uploads/sem2%20cpa%20uniti1.pdf

282/307 **SUBMITTED TEXT** 19 WORDS **87%** **MATCHING TEXT** 19 WORDS

national and Cross-cultural: studies made in two or more nations belonging to various levels of socio-economic development will

national and Cross-cultural Studies of administrative systems in two or more nations belonging to various levels of socio-economic development will

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283/307 **SUBMITTED TEXT** 15 WORDS **95%** **MATCHING TEXT** 15 WORDS

remember that cultural category of nations can change from time to time. 5.

remember that the cultural category of nations can change from time to time. 5.

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284/307 **SUBMITTED TEXT** 26 WORDS **100%** **MATCHING TEXT** 26 WORDS

two or more specific distinguishable time-periods, are cross-temporal studies. For instance, district administration in pre-independence and post-independence periods will be considered cross-temporal 5.7

two or more specific distinguishable time-periods, are cross-temporal studies. For instance, district administration in pre-independence and post-independence periods will be considered cross-temporal.

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285/307 **SUBMITTED TEXT** 63 WORDS **99%** **MATCHING TEXT** 63 WORDS

PUBLIC ADMINISTRATION: Robert Dahl in his well-known article entitled 'The Science of Public Administration: Three Problems' published in Public Administration Review, (1947) had observed that there cannot be a science of public administration without a comparative analysis. James Coleman, an eminent scholar of comparative politics, had observed "You cannot be scientific if you are 163 not comparative."

Public Administration Robert Dahl in his well-known article entitled 'The Science of Public Administration: Three Problems' published in Public Administration Review, (1947) had observed that there cannot be a science of public administration without a comparative analysis. Even James Coleman, an eminent scholar of comparative politics, had observed "You cannot be scientific if you are not comparative."

W https://egyankosh.ac.in/bitstream/123456789/78049/3/Block-1.pdf

286/307 **SUBMITTED TEXT** 24 WORDS **54%** **MATCHING TEXT** 24 WORDS

public administration was confined to the study of only a select western countries and the environment of public administration was treated as 'given'.

public administration was confined to the description of administrative structures prevailing in certain western countries like the U.S, Great Britain, and France. The environment of public administration was treated, as 'given'.

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287/307 **SUBMITTED TEXT** 47 WORDS **52%** **MATCHING TEXT** 47 WORDS

for the adoption of an ecological approach to the study of administrative systems. In this way, comparative studies have challenged parochialism in western studies. That the non-western world has its own administrative reality which has been of interest of many western scholars shows the conceptual transformation

for the adoption of an ecological approach to the study of administrative systems. This approach has made administrative analysis more realistic and dynamic. 4. Universalism Comparative studies in public administration have challenged parochialism in western studies. The non-western world has experienced and nurtured its own administrative reality that has been elaborated by a host of comparative scholars of whom many of them are western. The conceptual transformation

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288/307 **SUBMITTED TEXT** 33 WORDS **67%** **MATCHING TEXT** 33 WORDS

The discipline of comparative public administration today is characterised by various institutional initiatives. The subject is now taught in a large number of foreign and Indian universities and colleges both at undergraduate

the discipline of comparative public administration is characterized by the following institutional initiatives: 1. The subject of comparative public administration is taught in a large number of foreign and Indian universities and colleges at the undergraduate

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289/307 **SUBMITTED TEXT** 23 WORDS **100%** **MATCHING TEXT** 23 WORDS

Comparative studies of public administration have stressed improvements in the structures, processes, and behavioural patterns of public administrative systems in diverse settings.

Comparative studies of public administration have stressed improvements in the structures, processes, and behavioural patterns of public administrative systems in diverse settings.

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290/307 **SUBMITTED TEXT** 60 WORDS **100%** **MATCHING TEXT** 60 WORDS

related benefit of the study of comparative public administration has been in the emergence of the concept of 'development administration,' which has become a key strategy for holistic transformation of various societies. It is accepted widely that development administration is a goal-oriented and a change-oriented administration and is the main engine of all round progress of a country. 5.9

related benefit of the study of comparative public administration has been in the emergence of the concept of 'development administration,' which has become a key strategy for holistic transformation of various societies. It is accepted widely that development administration is a goal-oriented and a change-oriented administration and is the main engine of all round progress of a country. 9.

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291/307 **SUBMITTED TEXT** 35 WORDS **100%** **MATCHING TEXT** 35 WORDS

Comparative public administration is a branch of public administration. ? As an approach, it considers the workings of government in different socio- economic and cultural settings. 165 ?

Comparative public administration is a branch of public administration. As an approach, it considers the workings of government in different socio- economic and cultural settings.

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292/307 **SUBMITTED TEXT** 36 WORDS **100%** **MATCHING TEXT** 36 WORDS

It is a very significant area of study in Public Administration as it helps in understanding administrative setups and their functioning in various settings and societies/countries and what works and why it works. ?

It is a very significant area of study in Public Administration as it helps in understanding Administrative setups and their functioning in various settings and societies/countries and what works and why it works.

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293/307 **SUBMITTED TEXT** 49 WORDS **100%** **MATCHING TEXT** 49 WORDS

Comparative administration seeks to strengthen our understanding of broader public administrative processes by trying to expand the empirical basis of the field. ? By taking a keen look at administrative processes in all socio-economic and ecological settings, we have a more holistic view of the larger field

Comparative administration seeks to strengthen our understanding of broader public administrative processes by trying to expand the empirical basis of the field. By taking a keen look at administrative processes in all socio-economic and ecological settings, we have a more holistic view of the larger field.

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294/307 **SUBMITTED TEXT** 25 WORDS **63%** **MATCHING TEXT** 25 WORDS

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real impetus came in 1962 when the Comparative Administration Group (CAG founded in 1960) of the American Society for Public Administration received financing from the Ford Foundation

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295/307 **SUBMITTED TEXT** 18 WORDS **100%** **MATCHING TEXT** 18 WORDS

Arora, Ramesh K. 2021. Comparative Public Administration: An Ecological Perspective. New Delhi: New Age International. ?

Arora, Ramesh K. 2021. Comparative Public Administration: An Ecological Perspective. New Delhi: New Age International.

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296/307 **SUBMITTED TEXT** 17 WORDS **95%** **MATCHING TEXT** 17 WORDS

Dahl, Robert. 1947. The Science of Public Administration: Three Problems. Public Administration Review 7:1–11 ?

Dahl, Robert The Science of Public Administration: Three Problems. Public Administration Review 7(1): 1-11.

W https://www.american.edu/spa/dpap/degrees/upload/puad-608-hafner-mpa.pdf

297/307 **SUBMITTED TEXT** 39 WORDS **79%** **MATCHING TEXT** 39 WORDS

the term came to be used in 1950s to represent those aspects of public administration and those changes in public administration which are needed to carry out policies, projects and programmes to improve social and economic conditions. ?

SA PSC_1046.pdf (D164969508)

298/307 **SUBMITTED TEXT** 30 WORDS **100%** **MATCHING TEXT** 30 WORDS

Heady, Ferrel. 1995. Public Administration: A Comparative Perspective. New York: Marcel Dekker. ? Henry, Nicholas. 2004. Public Administration and Public Affairs. Upper Sadle River, N.J.: Pearson. ?

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PREFACE In a bid to standardize higher education in the country, the University Grants Commission (UGC) has introduced Choice Based Credit System (CBCS) based on five types of courses viz. core, discipline specific, generic elective, ability and skill enhancement for graduate students of all programmes at Honours level. This brings in the semester pattern, which finds efficacy in sync with credit system, credit transfer, comprehensive continuous assessments and a graded pattern of evaluation. The objective is to offer learners ample flexibility to choose from a wide gamut of courses, as also to provide them lateral mobility between various educational institutions in the country where they can carry their acquired credits. I am happy to note that the University has been recently accredited by National Assessment and Accreditation Council of India (NAAC) with grade ''A''. UGC (Open and Distance Learning Programmes and Online Programmes) Regulations, 2020 have mandated compliance with CBCS for UG programmes for all the HEIs in this mode. Welcoming this paradigm shift in higher education, Netaji Subhas Open University (NSOU) has resolved to adopt CBCS from the academic session 2021- 22 at the Under Graduate Degree Programme level. The present syllabus, framed in the spirit of syllabi recommended by UGC, lays due stress on all aspects envisaged in the curricular framework of the apex body on higher education. It will be imparted to learners over the six semesters of the Programme. Self Learning Materials (SLMs) are the mainstay of Student Support Services (SSS) of an Open University. From a logistic point of view, NSOU has embarked upon CBCS presently with SLMs in English / Bengali. Eventually, the English version SLMs will be translated into Bengali too, for the benefit of learners. As always, all of our teaching faculties contributed in this process. In addition to this we have also requisitioned the services of best academics in each domain in preparation of the new SLMs. I am sure they will be of commendable academic support. We look forward to proactive feedback from all stakeholders who will participate in the teaching-learning based on these study materials. It has been a very challenging task well executed, and I congratulate all concerned in the preparation of these SLMs. I wish the venture a grand success. Professor (Dr.) Ranjan Chakrabarti Vice-Chancellor
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1 BLOCK I

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Unit-I Meaning and Scope STRUCTURE 1.1.Learning Objectives 1.2.Introduction 1.3.Understanding the Meaning of Development Administration 1.4. Scope of Development Administration 1.5. Conclusion 1.6.Summing Up 1.7.

Glossary/ Keywords 1.8.Model Questions (6,12,18) 1.9.Further Readings and References 1.1.Objectives: 1. To understand the concept of development and how it relates to public administration. 2. To analyse the challenges and opportunities of development administration. 3. To develop critical thinking and analytical skills. 4. To promote ethical and socially responsible leadership. 1.2. Introduction: Development Administration as an idea

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is a by-product of comparative study of Public Administration in the Third World which are making efforts to attain self-generated economic growth. The

term ‘

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Development Administration’ is coined by U. L. Goswami in 1955. However, the formal recognition to it was given when the Comparative Administration Group of the American Society for Public Administration and Committee on Comparative Politics of Social Sciences Research Council of the USA laid its intellectual foundations.

Later on it is popularised world-wide by the scholars like Edward W. Weidner, Fred W. Riggs, Joseph La Polombara, Albert Waterson.

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The essence of development administration is to bring about change through integrated, organised and properly directed governmental action. 2 In the recent past, the governments in most developing nations have shifted their focus on development by means of planned change and people's participation. With this shift of administrative concern towards developmental objectives the researchers and practitioners of Public Administration have been forced to conceptualise the developmental condition and bridge the gaps in the administrative theory. The growing welfare functions of the government have brought into the limelight the limitations of the traditional theory of administration. The

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essence of administration in the present conditions lies in its capacity to bring about change in the structure and behaviour of different administrative institutions, to develop an acceptance

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the change, and to create a system that can sustain change and improve the capacity of institutions to change. All these calls for renewed efforts on the part of institutions engaged in the tasks of development. Thus development administration as an area of study and as means to realise developmental goals assumes importance. This unit will highlight the meaning andscope of development administration. 1.2.

Understanding the Meaning of Development Administration: The term Development Administration is a composition of two distinguished concepts i, e. 'Development' and 'Administration':
Development may be generally understood as a

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widely participatory process of directed social change in a society, intended to bring about both social and material advancement including greater equality, freedom and other valued qualities for the majority of people through their acquisition of greater control over their environment.

Development in any particular country consists of a synergy of such development goals as promoting literacy, improving nutrition and health, limiting family size, or increasing productivity. The conceptual upbringing of Development Administration without a doubt largely belongs to western scholarship. However, the primary goal behind the origin of the development paradigm was to offer institutional and procedural models to the newly decolonized states of Asia, Africa and Latin America in the early 1950s. That is why development is the top priority for most national governments all over the world, especially for the Political Systems in the Third World. There are different spectacles or approaches to looking at development that include economic, psychological, dependency and diffusionist. The term administration originated from the two Latin words i, e. 'ad' and 'ministiare' which means 'to serve'. The administration is etymologically any group activity for the accomplishment of a common goal. It is thus a process of management which is practised by all kinds of organizations from the household to the most complex system of the government.
3 According to Professor

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Nigro, "administration is the organization and use of men and materials o accomplish a purpose".

Pfiffner has defined
administration

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as “the organization and direction of human and material resources to achieve desired ends”.

The problem is that no unanimous definition of administration is available to serve the purpose of a general reader. Therefore a working definition of administration may be fabricated as the administration is concerned with the proper organization of men and materials to achieve desired ends. It consists of ‘doing the work’ or ‘getting the work by others’.
1.3.

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Scope of Development Administration: With the de-emphasis on the dichotomy between development administration and non- development administration, the scope of development administration as a discipline as well as a profession has increased enormously in recent years. Firstly, the discipline or the study of development administration has focused on the progressive goals of administrative systems and thus

has strengthened the ideological orientation of public administration. Secondly, the

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values have taken a central place in the analysis of development administration. Second, these progressive goals are being studied in a very wide context involving political, economic, social, cultural and technological systems. Thus, the students of development administration are examining the variegated dimensions of political, economic, social, cultural and technological development in an objective manner. Thirdly, Development Administration analysis is not confined to national boundaries, it transcends them and has rightly become cross-national and cross-cultural in its approach and orientation. Fourthly, its expanding intellectual network has enveloped a number of branches of public administration that have their origin in a variety of functional administrative areas. For instance, areas such as industrial administration, agricultural administration, educational administration, health administration, and the continually growing intellectual network of development administration would encompass irrigation administration and social welfare administration. Thus, development administration, going beyond the issues of large-scale transformation in developing countries, helps in strengthening the empirical base of public administration as a 4 discipline and thus makes it more ‘rigorous’. Its ideas and lessons can be fruitfully utilised for facilitating the process of all-round development. Little wonder, development administration, during the past four decades, has influenced the whole notion of governance at the national as well as the international levels. In South Asia, as in other regions of Asia, Africa and Latin America, the concerns of holistic transformation of societies have penetrated into the philosophy and practices of governance. The interdependence

of Development Administration: First, the

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meaning, Nature, Scope and Significance of political, economic, social, cultural and technological development has become a widely accepted truth. This has made the strategies of national transformation increasingly multi-faceted and ecological in orientation. Second, the administrative system being the crux of the governance system has become an integral component of any process of change. It is impossible to conceive of 'development' in any realm without first examining the requisite role of the administrative system. What lends sustainability to the process of development is a sound administrative system that provides vitality and viability to the change process. Third, the process of nation-building has become closely intertwined with the process of institution-building as a result of the thrust of development administration. Whether it is urbanisation, rural transformation, educational development, health improvement, women's welfare, childcare or technological growth, no organised development is possible without systematic planning, programming, coordinating, human resource management and administration of non-human resources. Thus, the dimension of effectiveness in the process of governance has taken a crucial place. Undoubtedly, this is the clear impact of the sprawling scope of development administration. Fourth,

the

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development administration has paved the way for a new 'humane' administration. It has propelled the promotion of enterprising and inspiring leadership that generates a motivational climate and induces the best among the personnel forming the network of development organisations. This has led to the expansion of the scope of development administration. And lastly, with the emergence of strong faith in the philosophy of liberalisation, globalisation, privatisation, and public-private partnership, the scope of development administration is transcending the public (government) systems and is influencing the functioning of even the emergent modified private sector that is learning the strategies of co-existing and co-functioning with the public system without in any way imbibing the dysfunctionalities of bureaucracies. In times to come, the scope of development administration is bound to further expand vertically as well as horizontally. 5 1.4.

Conclusion: In conclusion, development administration is a multidisciplinary field that encompasses a range of theories, policies, and practices aimed at promoting economic, social, and political development. It involves the management of resources and institutions, the formulation and implementation of policies and programs, and the promotion of participatory decision- making and accountability. The scope of development administration is vast, encompassing issues such as poverty reduction, environmental sustainability, gender equality, and good governance. The meaning and scope of development administration are continually evolving, reflecting changing social, economic, and political contexts. As such, understanding the meaning and scope of development administration is essential for those who seek to promote effective, ethical, and socially responsible leadership in the public sector. 1.5. Summing Up: Development administration is a field that deals with managing resources and implementing policies and programs to promote economic, social, and political development. The scope of development administration is vast and includes issues such as poverty reduction, environmental sustainability, gender equality, and good governance. It involves the promotion of participatory decision-making, accountability, and the formulation of evidence- based policies. Understanding the meaning and scope of development administration is essential for effective, ethical, and socially responsible leadership in the public sector. Development administration is a continuously evolving field, reflecting the changing social, economic, and political contexts. 1.6. Glossary/ Keywords: 1. Development: A process of positive social change that aims to improve the economic, social, and political well-being of individuals, communities, and societies. 2. Administration: The management of resources, institutions, policies, and programs aimed at achieving organizational goals and objectives. 3. Public Administration: The management of public resources, institutions, policies, and programs aimed at promoting public welfare and the common good. 4. Development Administration: The management of resources, institutions, policies, and programs aimed at promoting economic, social, and political development.

6 5. Modernization Theory: A theory that suggests that economic growth and social change can be achieved by adopting Western models of development. 6. Dependency Theory: A theory that suggests that underdeveloped countries are exploited and dominated by developed countries, resulting in a cycle of dependency. 7. Participatory Development: An approach to development that emphasizes the active involvement of communities in decision-making and project implementation. 8. Decentralization: The transfer of power and decision-making authority from central to local government units. 9. Public-Private Partnership: A collaborative arrangement between the government and the private sector aimed at achieving shared goals. 10. Good Governance: The effective and responsible management of public resources, institutions, policies, and programs, characterized by transparency, accountability, and participation. 1.7. Model Questions (6,12,18): 1. What is development administration, and how does it differ from public administration? 2. What are the main theories and approaches that underpin

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the practice of development administration? 3. What is the scope of development administration,

and what are the key issues and challenges that it addresses? 4. How does development administration promote participatory decision-making and community involvement in development processes? 5. What is the role of government, civil society, and the private sector in promoting economic, social, and political development? 6. What are the ethical considerations and challenges in development administration, and how can they be addressed? 7. How do policies and programs aimed at poverty reduction, environmental sustainability, and gender equality fit into the scope of development administration?

7 8. What is the role of monitoring and evaluation in development administration, and how can it be used to improve policies and programs? 9. How can decentralization and public-private partnerships be used to promote effective and sustainable development? 10. How has the meaning and scope of development administration evolved over time, and what are the implications for its practice today? 1.8. Further Readings/ References: 1. Shafritz, J. M., Russell, E. W., &Borick, C. P. (Eds.). (2015). Introducing public administration. Routledge. 2. Hickey, S., & Mohan, G. (2004). Participation: From tyranny to transformation? Exploring new approaches to participation in development. Zed Books. 3. Shah, A. (2007). Public administration and development: The significance of institutions and governance. Asian Development Bank. 4. Grindle, M. S. (2017). Jobs, gender, and small enterprises in Africa: How much we know and how much we have to learn. World Development, 89, 34-45. 5. UNDP. (1997). Governance for sustainable human development. United Nations Development Programme. 6. Brinkerhoff, D. W. (2019). Introduction to public sector management. Routledge. 7. Gaventa, J., & McGee, R. (2013). The impact of transparency and accountability initiatives. Development Policy Review, 31, s3-s28. 8. Hyden, G. (2017). Governance and the study of politics. Routledge. 9. Adedeji, A. (2015). Governance for development in Africa: Solving collective action problems. Routledge. 10. Robinson, M. (2018). Democracy, development, and security in Africa: Bridges and barriers. Routledge.

8 Unit-II Features of Development Administratio STRUCTURE 2.1. Learning Objectives 2.2. Introduction 2.3. Features of Development Administration 2.4. Conclusion 2.5. Summing Up 2.6. Glossary/ Keywords 2.7. Model Questions (6,12,18) 2.8. Further Readings and References 2.1.Learning Objectives: 1. Understanding the basic concepts and theories underlying development administration, such as modernization theory, dependency theory, participatory development, and good governance. 2. Familiarizing oneself with the scope of development administration, including the key issues and challenges it addresses, such as poverty reduction, environmental sustainability, and gender equality. 3. Developing knowledge of the role of government, civil society, and the private sector in promoting economic, social, and political development. 4. Gaining an understanding of the ethical considerations and challenges in development administration, and developing skills in effective decision-making, policy analysis, and monitoring and evaluation. 2.2. Introduction: Development administration is

a subfield of public administration that focuses on promoting economic, social, and political development in developing countries. The features of development administration reflect its unique role in promoting positive social change by managing resources, institutions, policies, and programs aimed at improving the well-being

9 of individuals, communities, and societies. Development administration encompasses a wide range of activities, from poverty reduction and environmental sustainability to promoting gender equality and participatory decision-making. Understanding the key features of development administration is essential for practitioners and scholars alike, as it provides a framework for effective policy-making and program implementation. This essay will discuss the key features of development administration, including its basic concepts and theories, scope, role of government and other actors, ethical considerations, and decision-making processes. 2.3.
Features

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of Development Administration: There are certain distinct features of development administration. We would now discuss them briefly: 1. Change Orientation: The first and foremost element of development administration is its change orientation. Change forms part of philosophic values of development administration. Development administration involves itself in establishing a new social order in which growth and distributive justice coexist. For PaiPanandikar the central theme of development administration is socioeconomic and political change. Development administration cannot be status-quo oriented. No development can take place unless and until it introduces certain positive changes in a system. Changes such as structural reorganisation of administration, innovative programme to increase production, remove unemployment, poverty etc., new schemes to improve employer-employee relations must form a part, of development administration. 2. Goal Orientation: Developing countries are facing the problems of poverty, squalor, injustice, unequal distribution of wealth, lopsided agricultural growth, underdeveloped technology etc. These colossal issues need to be tackled systematically by fixation of priorities and goals. Development administration is the means through which the goals of development viz., social justice, modernisation, industrialisation and economic growth can be achieved. 3. Innovative Administration: Development administration focuses on replacing/ improving the existing governing structures and norms with the ones that suit the changing political and social environment. In other words, development administration is one that is dynamic and progressive in thought and action. It is interested in identifying and applying new structures, methods, procedures, 10 techniques, policies, planning projects and programmes so that the objectives and goals of development are achieved with

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minimum possible resources and time. India, for example, has experimented with many new institutions and procedures which can be termed as the hallmarks of development administration. We have introduced various development programmes like IRDP (Integrated Rural Development Programme), TRYSEM (Training Rural Youth for Self-Employment), NREP (National Rural Employment Programme), DWACRA (Development of Women and Children in Rural Areas), Tribal Development Programmes etc. These programmes broadly aim at

the removal of unemployment, the

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creation of job opportunities and the reduction of poverty. We have also established some development agencies like the District Rural Development Agency, District Planning Cells, State Planning Boards, Co-operatives etc. Thus development administration has to be innovative enough in order to realise the pre-determined objectives of development. In fact, innovative and creative administration leads to speedy realisation of goals. Client-Oriented Administration: Development administration is positively oriented towards meeting the needs of the specific target groups, like small and marginal farmers of landless agricultural labourers and rural artisans in India. The sociocultural and politico-economic progress of these sections forms the essential basis of performance appraisal of development administrators. Many target group-centred or beneficiary-group-oriented organisations have to be created so as to provide these underprivileged sections

with

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the requisite goods and services. It has been suggested that development administration is a 'people-oriented' administration which gives priority to the needs of its beneficiaries by preparing, reviewing and, if necessary, changing the programmes, policies and activities aimed at the satisfaction of the needs of people in question. The administration is involved in the betterment of a lot of the deprived and the weak. Their upliftment becomes a part of the whole administrative ethos. The welfare of the weaker sections is a part of the administrative value. This feature points 'out the Development Administration: Concept and Meaning Concepts and Approaches are highly motivated and committed to a progressive philosophy aiming at cutting the roots of vested interests in society. 'This is possible if the people of initiative, extra dedication and perseverance are inducted into the development

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administrative structures. Training of personnel can be one effective method of creating such a team. Development administrators should not just formulate plans for the people but even monitor them in such a way that the beneficiaries are actually benefited. 11 Participation-Oriented Administration: Development administration accepts for its purposes the principle of the associative and participative system of administration. Here, people are not treated as mere passive recipients of benefits of goods and services. They are taken as active participants in the formulation and execution of development plans, policies and programmes. It is recognised that centralised administration will not only be unable to take cognisance of local problems in a realistic frame but it would also be deprived of the use of local initiatives, energies and resources. Hence, effective formulation of programmes and their implementation with the help and association of the local people is now a well-recognised principle of administration. It involves giving people an increasing share in the government's governance and management of developmental affairs. That is why the involvement of Panchayati Raj institutions in planning and administration has found renewed support in India's development strategy. Effective Co-ordination Since development implies increasing specialisation and professionalization, the number of agencies and organisations involved in development tasks has considerably gone up. In order to have the maximum benefit of this emergent administrative system, co-ordination between various administrative units and activities is essential. To achieve maximum results, wastage of resources, time and cost has to be avoided. Development Administration has to co-ordinate the activities of development agencies and organisations to integrate their efforts and energies for the realisation of development goals. This would even save the administration from the problems of duplication of functions, neglect of important functions and unnecessary focus on irrelevant or marginally relevant activities. It would thus minimise administrative lag. Ecological Perspective Development administration shapes the environment-political, social and economic and also gets affected by it in turn. It is not a closed system. It receives feedback from the social system and responds to the demands put on it by the system. In a way, development administration is related to the environment and involves close interaction between the administration and the environment. The environment sets forth the operative parameters of development administration. It requires the qualities of flexibility and responsiveness in administrative actions and methods. The changes in administration affect its environment and changes in

the environment also havea bearing on administration. 2.4. Conclusion: In conclusion, the features of development administration reflect its unique role in promoting positive social change in developing countries. By managing resources, institutions, policies,

12 and programs aimed at improving the well-being of individuals, communities, and societies, development administration plays a crucial role in promoting economic, social, and political development. The scope of development administration encompasses a wide range of activities, from poverty reduction and environmental sustainability to promoting gender equality and participatory decision-making. Practitioners and scholars in this field need to have a good understanding of the key features of development administration to design and implement effective policies and programs. Furthermore, understanding the ethical considerations and challenges in development administration is essential for promoting sustainable and equitable development. Overall, the features of development administration provide a framework for achieving the ultimate goal of promoting human well-being and social justice in developing countries. 2.5. Summing Up: Development administration is

a subfield of public administration that focuses on promoting economic, social, and political development in

developing countries. Its features include basic concepts and theories such as modernization theory and participatory development, a broad scope that addresses key issues such as poverty reduction, environmental sustainability, and gender equality, the role of government and other actors in promoting development, ethical considerations, and effective decision-making processes. Understanding the features of development administration is essential for designing and implementing effective policies and programs aimed at promoting human well-being and social justice in developing countries. 2.6. Glossary/ Keywords: 1. Modernization theory - A theory that suggests that economic and social development in developing countries can be achieved through the adoption of Western-style institutions and practices. 2. Participatory development - An approach to development that emphasizes the involvement of local communities in decision-making and implementation. 3. Poverty reduction - The process of reducing the number of people living in poverty and improving their living standards. 4. Environmental sustainability - The goal of ensuring that economic and social development is achieved in a way that does not compromise

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the ability of future generations to meet their own needs. 13 5.

Gender equality - The goal of ensuring that men and women have equal opportunities and rights in all aspects of life. 6. Role of government - The government plays a crucial role in promoting development by providing policy frameworks, resources, and institutional support. 7. Ethical considerations - Development administration must take into account ethical considerations such as human rights, social justice, and environmental responsibility. 8. Decision-making processes - Effective decision-making processes are crucial for achieving development goals, and involve gathering and analyzing information, assessing options, and making choices based on evidence and stakeholder input. 9. Stakeholders - Individuals, groups, and organizations who have an interest or stake in a particular policy or program, and who can influence its implementation and outcomes. 10. Accountability - The principle that those who are responsible for implementing policies and programs should be answerable for their actions and outcomes, and that there should be mechanisms in place to ensure transparency and oversight. 2.7. Model Questions (6,12,18): 1. What are the basic concepts and theories underlying development administration? 2. What is the scope of development administration, and what key issues does it address? 3. What is the role of government, civil society, and the private sector in promoting development? 4. What are the ethical considerations and challenges in development administration? 5. How do effective decision-making processes contribute to achieving development goals? 6. Who are the stakeholders in development administration, and how do they influence policy and program outcomes? 7. How can accountability be ensured in the implementation of development policies and programs? 8. How does participatory development differ from other approaches to development?
14 9. What are the key strategies for reducing poverty and promoting environmental sustainability in developing countries? 10. How can gender equality be promoted through development administration? 2.8. Further Readings/ References: 1. Mosley, P., Harrigan, J., &Toye, J. (1991). Aid and power: The World Bank and policy-based lending. Routledge. 2. Ranis, P. (1971). Development administration: A new synthesis. Public Administration Review, 31(3), 226-237. 3. Uphoff, N. (1986). Local institutional development: An analytical sourcebook with cases. West Hartford, CT: Kumarian Press. 4. Shrestha, S. (2013). Participatory development: A critical review. Journal of Nepalese Business Studies, 8(1), 1-15. 5. OECD. (2018). Poverty reduction. Retrieved from https://www.oecd.org/development/poverty-reduction.htm 6. United Nations Development Programme. (2020). Environmental sustainability. Retrieved from https://www.undp.org /content/undp/en/home/sustainable- development-goals/goal-13-climate-action/targets/target-13-3.html 7. United Nations. (2015). Sustainable Development Goal 5: Achieve gender equality and empower all women and girls. Retrieved from https://www.un.org/sustainabledevelopment/gender-equality/ 8. Olowu, D., &Wunsch, J. S. (2004). Local governance in Africa: The challenges of democratic decentralization. Lynne Rienner Publishers. 9. Osmani, S. R. (2013). Ethics and development. Development, 56(3), 294-300.

15 10. Hall, D., & Hirsch, P. (Eds.). (2012). The anthropology of development and globalization: From classical political economy to contemporary neoliberalism. Wiley-Blackwell. Unit-III Background of Development Administration STRUCTURE 3.1. Learning Objectives 3.2. Introduction 3.3. Background of Development Administration 3.4. Conclusion 3.5. Summing Up 3.6. Glossary/ Keywords 3.7. Model Questions (6,12,18) 3.8. Further Readings and References 3.1. Learning Objectives: 1. To understand the historical context and evolution of development administration as a field of study and practice. 2. To examine the role of colonialism and post-colonialism in shaping the development agenda and the institutions of development administration. 3. To analyze the various theoretical perspectives and debates surrounding development administration, including modernization theory, dependency theory, and post- development theory. 4. To explore the challenges and opportunities facing development administration in the current global context, including issues such as climate change, globalization, and political instability. 3.2. Introduction:
16 The study of development administration is closely linked to the broader field of development studies, which focuses on the economic, social, and political processes that shape the development of nations and regions. Development administration emerged as a distinct field of inquiry in the post-World War II period, as developing countries sought to modernize and industrialize their economies with the support of international aid agencies and multilateral organizations. However, the roots of development administration can be traced back to the colonial period, when European powers established bureaucratic systems of governance to manage their colonies and extract resources. Understanding the historical context and evolution of development administration is essential for grasping the complex challenges and opportunities facing developing countries in the current global context. This introduction will provide an overview of the key themes and debates in the background of development administration. 3.3. Background of Development Administration: Development administration is a multidisciplinary field of study that seeks to understand and improve the governance and administrative systems of developing countries. The origins of development administration can be traced back to the colonial period, when European powers established bureaucratic systems of governance to manage their colonies and extract resources. The study of development administration gained prominence in the post-World War II period, as newly independent nations sought to modernize and industrialize their economies with the support of international aid agencies and multilateral organizations. During the colonial era, European powers established a hierarchical system of governance in their colonies, which was designed to maintain social control and extract resources. Bureaucratic institutions were created to manage the administration of justice, collect taxes, and regulate trade. The colonial governments also established systems of education and health care to create a loyal and compliant workforce. These bureaucratic systems of governance became the model for post-independence governments, which inherited the institutions and administrative practices of the colonial era. After World War II, the newly independent nations of Asia and Africa began to seek economic development and political autonomy. International aid agencies and multilateral organizations, such as the United Nations and the World Bank, provided technical and financial assistance to these countries to help them achieve their development goals.

17 Development administration emerged as a distinct field of inquiry, focused on the study and improvement of administrative systems in developing countries. One of the key challenges facing developing countries in the post-World War II period was how to modernize their economies and achieve economic growth. The dominant theoretical perspective of the time was modernization theory, which posited that traditional societies could be transformed into modern industrial societies through a process of economic growth and technological innovation. This perspective emphasized the role of the state in guiding economic development and promoting social change. However, the modernization approach was criticized for its Eurocentric and ethnocentric assumptions, which ignored the cultural, social, and political contexts of developing countries. Dependency theory emerged as an alternative perspective, which argued that developing countries were structurally disadvantaged by their position in the global economic system, and that international aid and multilateral organizations served to reinforce this dependency. This perspective emphasized the need for greater autonomy and self-reliance in developing countries, and the importance of addressing the root causes of poverty and inequality. In recent years, post-development theory has challenged the assumptions and goals of traditional development approaches, arguing that the very concept of development is rooted in Western ideologies and values. This perspective emphasizes the need for alternative visions of development that prioritize social and environmental justice, cultural diversity, and local autonomy. Therefore, the background of development administration is shaped by a complex interplay of historical, political, and theoretical factors. The legacy of colonialism, the post-World War II economic and political context, and the theoretical debates surrounding modernization, dependency, and post-development perspectives all contribute to the shaping of the field. Understanding the historical context and evolution of development administration is essential for grasping the complex challenges and opportunities facing developing countries in the current global context. 3.4. Conclusion: In conclusion, the background of development administration is complex and multifaceted, shaped by a historical legacy of colonialism and the post-World War II context of economic 18 and political change. The development of bureaucratic institutions and administrative practices during the colonial era became the foundation for post-independence governments and the focus of development administration in the post-World War II period. The theoretical debates surrounding modernization, dependency, and post-development perspectives reflect the changing landscape of development discourse and the evolving challenges facing developing countries. Understanding the historical context and evolution of development administration is crucial for policymakers and scholars alike in developing effective strategies for promoting economic growth, social justice, and political stability in developing countries. 3.5. Summing Up: The background of development administration is rooted in the colonial era where bureaucratic systems of governance were established to maintain social control and extract resources. These systems were inherited by post-independence governments, and the study of development administration emerged as a field of inquiry in the post-World War II period. The goal was to improve administrative systems in developing countries seeking economic development and political autonomy. Modernization theory and dependency theory emerged as theoretical perspectives, but were later challenged by post-development theory which prioritizes social and environmental justice, cultural diversity, and local autonomy. Understanding the historical context and evolution of development administration is important in developing effective strategies for promoting economic growth, social justice, and political stability in developing countries. 3.6. Glossary/ Keywords: 1. Colonialism: A system of political and economic domination by one country over another, typically involving the extraction of resources and the imposition of cultural and social control. 2. Bureaucracy: A hierarchical administrative system with a division of labor and standardized procedures, typically used by governments to manage and regulate society. 3. Post-World War II period: The period after the end of World War II in 1945, characterized by a shift towards international cooperation, economic and political restructuring, and the emergence of the Cold War.

19 4. Post-independence governments: Governments established in formerly colonized countries after gaining independence from their colonial rulers. 5. Development administration: The study of the administrative systems and practices used to promote economic and social development in developing countries. 6. Modernization theory: A theoretical perspective that posits that economic development is the key to modernization and social progress, and that this can be achieved through the transfer of technology and expertise from developed countries. 7. Dependency theory: A theoretical perspective that posits that underdeveloped countries are structurally disadvantaged in the global economy, and that their economic development is constrained by the exploitative relationship with developed countries. 8. Post-development theory: A theoretical perspective that challenges the dominant paradigms of development, and emphasizes the importance of local knowledge, cultural diversity, and environmental sustainability. 9. Social justice: The principle of fair and equitable distribution of resources and opportunities in society, regardless of social class, race, gender, or other identity markers. 10. Political stability: The ability of a government to maintain a stable and peaceful environment for its citizens, free from social unrest and political upheaval. 3.7. Model Questions (6,12,18): 1. What were the historical roots of development administration, and how did they shape the development of bureaucratic institutions in developing countries? 2. How did the post-World War II context influence the emergence of development administration as a field of study? 3. What were the key theoretical perspectives that emerged in the study of development administration, and how did they shape policy and practice in developing countries? 4. What were the main challenges faced by developing countries in promoting economic growth, social justice, and political stability through development administration? 5. How has the evolution of development administration been shaped by changing global political and economic contexts over time? 3.8. Further Readings/ References:

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21 4.5. Summing Up 4.6. Glossary/ Keywords 4.7. Model Questions (6,12,18) 4.8. Further Readings and References 4.1. Learning Objectives: 1. Understand the historical evolution and theoretical foundations of administrative development and development administration as fields of study. 2. Analyse the role of administrative development and development administration in promoting economic growth, social justice, and political stability in developing countries. 3. Evaluate the challenges and opportunities faced by administrative development and development administration in addressing the needs of marginalized and disadvantaged populations in developing countries. 4. Assess the impact of globalization and changing global political and economic contexts on the practice and theory of administrative

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development and development administration. 4.2. Introduction: Development Administration and Administrative Development are interrelated concepts. Both are dependent on each other. Administration of development is as important as

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development of administration. To achieve development goals it is essential that there is

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proper assessment of resources, proper plan formulation, evaluation and. implementation, adequate involvement of people, emphasis on technological change and self-reliance. At the same time, we also need developed bureaucracy, integrity in administration, initiative, innovativeness, a delegation of powers, decentralised decision-making etc. Administrative development cannot take place without administrative change and reform. Both concepts support each other and

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development of administration is needed for the administration of development. As per F. Riggs 'development administration and 'administrative development' have a chicken-and-egg kind of relationship. The superiority of one concept over the other cannot be established. 4.3.

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Development Administration: 22 There is no uniform definition of development administration which is agreeable to all. But we can at least arrive at certain basic features and characteristics in order to understand the concept of development administration, we should try to understand the meaning of the concept viz., administration of development and development of administration. Administration of Development: Development is integral to the aims and activities of the government, especially in developing countries. Because of the paucity of resources, humans and materials in their counties, the need for making optimum utilisation of available means and augmenting new means assumes a great importanc. Development administration thus becomes a means through which the government brings quantitative and qualitative changes in an economy.

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government is not only fixing priorities but also making efforts to realise them. Though Weidner is said to be the - first to conceptually explain the definition of development administration, many other scholars, like Riggs, Ferrel Heady, Montgomary, Gant, PaiPanandikar have attempted to define the term in their own ways. However, before we analyse the different definitions and meanings of the term, it should be mentioned that all of them agree that development administration is an effort towards

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planned transformation of the economy involving not only the sphere of administration but also formulation of policies and indeed the society as a whole. It is an effort at the synchronisation of changes in all spheres of development- economic, political, social and cultural. Thus development is not only viewed in terms of growth process, but it includes a process of social change. The State plays a leading role in bringing about development through its administrative system. In order to discharge this role it requires a distinct type of support by administration which involves, as has been observed by Swerdlow, special understanding of problems in the developing countries. These must be perceptible at different operative levels i.e., officials must make enough different decisions, adopt enough different policies and engage in enough different activities to warrant the different designations of development administration. Thus development administration is simply termed as an action or functioning part of the government administration. It is action- oriented and places the administration at the centre in order to facilitate the attainment of development objectives. For Harry J. Friedman development administration is the implementation of programmes designed to bring about socioeconomic progress and nation- building, and the changes within the administrative system which increase its capacity to implement the programmes. According to Hahn Beenlee, development administration is involved in managing a government or an agency so that it acquires an increasing capability to adapt to and act upon new and continuing social changes with a view to achieve sustained 23 growth. Thus development administration

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involves two elements: one, the bureaucratic process that initiates and facilitates socio-economic progress by making the optimum use of talents and expertise available; and two, mobilisation of administrative skills so as to speed up the development process. Development administration concentrates on the needs and desires of the people. It is concerned with formulation of plans, programmes, policies and projects and their implementation. It plays a central role in carrying out planned change i.e. it is concerned with planning, co-ordination, control, monitoring and evaluation of plans and programmes. It is not only concerned with the application of policies as determined by the political representatives in existing situation but also with introducing efforts to modify existing situations so as to serve the cause of the masses. Therefore, administration of development implies: one, the execution of programmes designed to bring about progressive improvement; two, the changes within an administrative system which increases its capacity to implement such programmes. In a nutshell, administration of development involves the following objectives: a) Application of innovative strategies for development: This emphasises on development at the grassroots level; b) Development as a need-oriented and self-reliant process:

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on social development and human capital as a major resource development has to be viewed not merely as a technological problem but also as an ideological norm; c) Profound and rapid change: This inclines to establish a distinct and just social order recognising and highlighting the unity rather than dichotomy between politics and administration; d) Effective and efficient use of scarce resources:

It promises to offer a mechanism to cater the reality of scarce resources by proposing an

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effective and efficient administration; e) Creation of a politics-administrative environment: This is oriented towards securing basic needs of the population; d) Freedom of administrative machinery: It is to express its values and beliefs without fear or favour on programmes and projects. Development of Administration or Administrative Development: Development Administration has to be efficient and effective. For that purpose it has to aim at enlargement of administrative capabilities and structural and behavioural change. It is this aspect of administration that is called administrative development or development of administration. In simple terms it means development of administrative health by introducing administrative rationalisation and institution building. The purpose implicit in this concept is not merely 24 changing the administrative procedures and channels but also bringing out fundamental change in administration that leads to political development, economic growth, and social change.

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Development of administration further means cultural change in administration. The colonial administrative culture is unsuitable to the changed socio-political ethos of the developing world. Our British legacy has adversely affected the administration. The obsolete Acts e.g. Police Act, 1861,'cannot take us towards the path of change. Development of administration should refer to the creation of ability to adjust to new stimuli or changes. The development of administration aims at qualitative and quantitative transformations in administration with an eye on the performance of management of affairs. The term also implies technological changes in administration so as to enable it to adopt new modes or techniques of administration. Thus administrative development focuses on adaptability, autonomy and coherence in administration. In short, administrative development is concerned with: a) The capacity of an administrative system to take decisions in order to meet the ever increasing demands coming from the environment and with the objective of achieving larger political and socioeconomic goals. b) Increase in size, in specialisation and division of tasks and in the professionalization of its personnel. c) A pattern of increasing effectiveness in the optimum utilisation of available means and further augmentation of the means, if necessary. d) Increase in administrative capability and capacity. e) Transformation of existing administrative mechanism into

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machinery through modernising the bureaucracy by external inducement, transfer of technology and training. f) Replacement bf initiative, practices etc. with those based on realistic needs. g) Reducing the dependence on foreign experts by producing adequate trained manpower. h) Promotion of development initiative. i) Administrative reorganisation and rationalisation. j) Making modernisation culturally related. k) Removing or reducing bureaucratic immobility and widespread corruption. l) Reorientation of established agencies, and the delegation of administrative powers to them. m) Creation of administrators who can provide leadership in stimulating and supporting programmes of social and economic improvement. The meaning and importance of administrative development as an ingredient of development administration has been well summed up by Caiden in the following words, 25 "Administrative reform is an essential ingredient of development in any country, irrespective of the speed and direction of change. Administrative capacity becomes increasingly important in the implementation of new policies, plans and ideas. The improvements in administrative capacity may involve the removal of environmental obstacles, structural alternatives in traditional and innovatory institutions bureaucratically organised or otherwise. This would also necessitate changing individual and group attitudes and performance." The behavioural pattern of bureaucrats is as crucial to development administration as the institutions and structures. The purpose of development of administration is to remove the administrative lag which seriously handicaps governments in planning and executing co- ordinated programmes of economic and social reforms. The predominant concern of development administration is to design and administer such development programmes which meet the developmental objectives. It is the administration geared to the task of achieving certain clear cut and specified objectives and goals expressed in operational terms. Thus

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administration is defined as a process of action motivated by and oriented to the achievement of certain predetermined goals. 4.4.

Conclusion: In conclusion, administrative development and development administration are two important fields of study that focus on promoting economic growth, social justice, and political stability in developing countries. Administrative development refers to the process of building effective and efficient administrative systems, while development administration is concerned with the application of administrative knowledge and skills to achieve development objectives. Both fields have evolved over time, shaped by historical, political, and economic factors, and have been influenced by changing global contexts. Achieving the objectives of administrative development and development administration requires addressing the challenges and opportunities of the local context, building institutional capacity, and engaging with marginalized and disadvantaged populations. 4.5. Summing Up: Administrative Development and Development Administration are two related fields of study focused on promoting economic growth, social justice, and political stability in developing countries. Administrative development is concerned with building effective and efficient administrative systems, while development administration involves the application of

26 administrative knowledge and skills to achieve development objectives. Both fields have evolved over time and are influenced by historical, political, and economic factors as well as changing global contexts. Achieving the objectives of administrative development and development administration requires addressing local challenges and opportunities, building institutional capacity, and engaging with marginalized and disadvantaged populations. 4.6. Glossary/ Keywords: 1. Administrative Development: The process of building effective and efficient administrative systems to achieve development goals. 2. Development Administration: The application of administrative knowledge and skills to promote economic growth, social justice, and political stability in developing countries. 3. Institutional Capacity: The ability of an organization or institution to carry out its mandate and achieve its objectives. 4. Marginalized Populations: Groups of people who are excluded from mainstream society and face social, economic, and political disadvantages. 5. Economic Growth: An increase in the production of goods and services in an economy, often measured by changes in gross domestic product (GDP). 6. Social Justice: The fair and equitable distribution of resources, opportunities, and benefits in society. 7. Political Stability: The absence of political conflict or instability that can disrupt economic and social development. 8. Globalization: The process of increased interconnectedness and interdependence among countries, economies, and cultures. 9. Development Objectives: Goals and targets set by governments, organizations, and institutions to promote economic, social, and political development. 10. Administrative Systems: The structures, processes, and procedures used to manage public institutions and deliver public services. 4.7. Model Questions (6,12,18): 1. What is administrative development and how is it different from development administration? 2. What are the historical and theoretical foundations of administrative development and development administration?

27 3. What role do administrative development and development administration play in promoting economic growth, social justice, and political stability in developing countries? 4. What are some of the challenges and opportunities faced by administrative development and development administration in addressing the needs of marginalized and disadvantaged populations in developing countries? 5. How has globalization impacted the practice and theory of administrative development and development administration? 6. What are some of the key institutional and organizational factors that contribute to successful administrative development and development administration? 7. How can administrative development and development administration contribute to sustainable development in developing countries? 8. What are some of the emerging trends and issues in the field of administrative development and development administration? 4.8.Further Readings/ References: 1. Shafritz, J. M., Hyde, A. C., & Parkes, S. J. (2017). Classics of public administration. Cengage Learning. 2. Naidu, S. (2003). Development administration in theory and practice: Selected readings. Routledge. 3. Van Meter, D. S., & Van Horn, C. E. (1975). The policy implementation process: A conceptual framework. Administration & Society, 6(4), 445-488. 4. Mosley, P., &Söderholm, P. (Eds.). (2005). The theory and practice of development cooperation: A selection of articles from 'Development in Practice'. Routledge. 5. Lynn Jr, L. E. (1980). The policy implementation process: What we know and what we don't know. Policy Studies Journal, 8(4), 539-556. 6. Olowu, D., &Wunsch, J. S. (Eds.). (2004). Local governance in Africa: The challenges of democratic decentralization. Lynne Rienner Publishers. 7. Sharma, B. R. (2018). Public administration and development: Dynamics, dilemmas and prospects. SAGE Publications. 8.

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28 Unit-V Prismatic Sala Model of Fred Riggs

Structure 5.1. Learning Objectives 5.2. Introduction 5.3. Prismatic Sala Model 5.4. Conclusion 5.5. Summing Up 5.6. Glossary/ Keywords 5.7. Model Questions (6,12,18) 5.8. Further Readings and References 5.1. Learning Objectives: 1.

To understand the key features and principles of the Prismatic Sala Model of Fred Riggs. 2. To explore the historical and theoretical context that led to the development of the Prismatic Sala Model. 3. To analyze the strengths and weaknesses of the Prismatic Sala Model as a framework for understanding public administration in developing countries. 4. To evaluate the applicability of the Prismatic Sala Model in different cultural, social, and political contexts, and its relevance for addressing contemporary challenges in public administration. 5.2. Introduction: The Prismatic Sala Model, developed by Fred Riggs, is a theoretical framework for understanding public administration in developing countries. The model is based on the idea that these countries have unique cultural, social, and political contexts that require a different approach to public administration than in developed countries. The Prismatic Sala Model emphasizes the importance of considering the historical and cultural context of public administration and the need for flexible and adaptive administrative structures to respond to
29 the complex challenges of development. This model has been widely discussed and debated in the field of public administration, and has influenced many scholars and practitioners in their understanding of public administration in developing countries. 5.3. Prismatic Sala Model: The Prismatic Sala Model, developed by Fred Riggs, is a widely cited and debated theoretical framework for understanding public administration in developing countries. This model has had a significant impact on the field of public administration,
influencing many scholars and practitioners in their understanding of the unique challenges of development and the importance of cultural and historical context in shaping administrative
structures. The Prismatic Sala Model is based on the idea that public administration in developing countries is characterized by a complex interplay of social, cultural, and political factors that shape administrative structures and processes. This complexity is reflected in the model's name, which draws on the concept of "prismatic" or multi-faceted phenomena that cannot be reduced to a single perspective or dimension. Similarly, the "sala" in the model's name refers to a traditional Thai house, which embodies the idea of flexibility and adaptability in response to changing circumstances. At the heart of the Prismatic Sala Model is the idea that public administration in developing countries is shaped by a unique set of historical and cultural factors that must be taken into account when designing administrative structures and processes. These factors include the legacy of colonialism, cultural values and norms, the role of the state in society, and the dynamics of economic development. One of the key features of the Prismatic Sala Model is its emphasis on the importance of cultural context in shaping administrative structures and processes. This is reflected in Riggs' concept of the "cultural ecology" of public administration, which refers to the complex web of cultural factors that influence administrative behavior and decision-making. According to Riggs, this cultural ecology includes such factors as the values and beliefs of public officials, the cultural expectations of citizens, and the norms and traditions of the broader society. Another key feature of the Prismatic Sala Model is its focus on the role of the state in society. Riggs argued that the state plays a critical role in shaping administrative structures and processes, but that this role is often complicated by the legacy of colonialism and the complex social and cultural dynamics of developing countries. For example, in many

30 developing countries, the state is seen as a source of patronage and corruption, which can undermine efforts to establish effective and efficient administrative structures. The Prismatic Sala Model also emphasizes the importance of economic development in shaping public administration in developing countries. According to Riggs, economic development can lead to significant changes in administrative structures and processes, as well as in the broader social and cultural dynamics of a society. However, he also noted that economic development can create new challenges for public administration, such as the need to balance economic growth with social equity and environmental sustainability. Critics of the Prismatic Sala Model have argued that it is overly complex and difficult to apply in practice, and that it places too much emphasis on cultural and historical factors at the expense of other important factors, such as political and economic structures. However, many scholars and practitioners have found the model to be a useful framework for understanding the unique challenges of public administration in developing countries and for designing effective and sustainable administrative structures and processes. Therefore, the Prismatic Sala Model of Fred Riggs is an important theoretical framework for understanding public administration in developing countries. Its emphasis on the importance of cultural and historical context, the role of the state in society, and the dynamics of economic development has influenced many scholars and practitioners in their approach to public administration. While the model has been the subject of criticism and debate, it remains a valuable tool for designing effective and sustainable administrative structures and processes in the context of development. 5.4. Conclusion: In conclusion, the prismatic sala model of Fred Riggs is an influential theory in the field of development administration that highlights the complexity of administrative systems in developing countries. The model identifies multiple factors that shape administrative systems, including historical legacies, cultural traditions, social structures, and economic conditions. By emphasizing the multidimensionality of administrative systems, the prismatic sala model offers a more nuanced perspective on development administration that goes beyond simplistic notions of bureaucratic reform. Instead, the model emphasizes the importance of understanding local contexts and cultural specificities in order to design effective and sustainable administrative systems. Despite its criticisms and limitations, the prismatic sala model continues to be a valuable framework for scholars and practitioners interested in understanding the complexities of administrative systems in developing countries.
31 5.5. Summing Up: The prismatic sala model of Fred Riggs is a theoretical framework in the field of development administration that highlights the complexity of administrative systems in developing countries. The model identifies multiple factors that shape administrative systems, including historical legacies, cultural traditions, social structures, and economic conditions. By emphasizing the multidimensionality of administrative systems, the prismatic sala model offers a more nuanced perspective on development administration that goes beyond simplistic notions of bureaucratic reform. Despite its criticisms and limitations, the prismatic sala model continues to be a valuable framework for scholars and practitioners interested in understanding the complexities of administrative systems in developing countries. 5.6. Glossary/ Keywords: 1. Prismatic Sala Model: A theoretical framework developed by Fred Riggs that emphasizes the multidimensionality of administrative systems in developing countries. 2. Administrative development: The process of improving administrative systems in developing countries to enhance economic, social, and political development. 3. Sala Model: A framework that identifies the four main components of administrative systems: structure, authority, legitimacy, and adaptability. 4. Bureaucratic pathology: A term used by Riggs to describe the negative consequences of bureaucratic inefficiency and corruption in developing countries. 5. Decentralization: The transfer of authority and decision-making power from central government to local or regional authorities. 6. Neocolonialism: A term used to describe the continued economic and political domination of former colonial powers over their former colonies. 7. Cultural determinism: The belief that cultural factors are the primary determinants of social and political phenomena. 8. Political culture: The shared beliefs, values, and attitudes that shape political behavior and decision-making.

32 9. Structural-functionalism: A theoretical approach that emphasizes the interdependent relationship between different social structures and institutions. 10. Development administration: The field of study that focuses on the role of administrative systems in promoting economic, social, and political development in developing countries. 5.7. Model Questions (6,12,18): 1. What is the Prismatic Sala Model and how does it differ from other administrative frameworks? 2. How does the Sala Model help us understand the complexities of administrative systems in developing countries? 3. What are the main components of the Sala Model and how do they interact with each other? 4. How does bureaucratic pathology contribute to the challenges faced by administrative systems in developing countries? 5. What role does decentralization play in addressing the challenges identified by the Prismatic Sala Model? 6. To what extent does neocolonialism impact administrative development in developing countries? 7. How does cultural determinism influence the development of administrative systems in different countries? 8. What is the relationship between political culture and administrative development? 9. How does structural-functionalism inform our understanding of administrative systems in developing countries? 10. How has the Prismatic Sala Model influenced the field of development administration? 5.8. Further Readings/ References: 1.
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34 BLOCK II UNIT 1:BUREAUCRACY ANDDEVELOPMENT DYNAMICS Structure 1.0 Learning Objectives 1.1 Introduction 1.2 Meaning of Bureaucracy 1.3 What is Development? 1.4 Development Administration 1.5 Bureaucracy and Development 1.6Bureaucracy and Development in India 1.7
Conclusion 1.8Summary 1.9 Keywords 1.10 Model Questions 1.11References 1.0
LEARNING
OBJECTIVES After studying this unit,you should be able: ?
Explain
the meaning and
types of bureaucracy ? Explain the interconnection between bureaucracy and development ? Explain the notion of development and the role of bureaucracy 1.1 INTRODUCTION For studentsof PublicAdministration, it is imperative to know the meaning of bureaucracy.It is understood that

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bureaucracies are large multi-layered organizations performing a large variety of complex, multi-faceted tasks.

It isa body of officials and administrators, especially of a government or government department. They play a crucial role in the day-to-day administration of the country by maintaining law and order. It is strongly felt that besides the maintenance of law and order, bureaucracy has another equally very important task of achieving development in the nation-state. The term development is generally used to refer to economic, political, and socialchanges such as an increase in national income, industrialisation, strengthening of thenation-state, urbanisation, spread of education, and wider use of mass media such asnewspapers, radio, and television. The bureaucracy participates in bringing about these changes and, so, is said to be an important instrument of development
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Historical accounts and empirical evidence support the claim that bureaucratic effectiveness and economic development are strongly correlated. Narrative evidence by historians and political scientists fuels the idea that establishing an effective bureaucracy has been vital to the development of modern nation-states.

Therefore, we shall look at the matter of development dynamics and the role of bureaucracy in this light. 1.2MEANING OF BUREAUCRACY No organization has ever existed without any form of Bureaucracy. Bureaucracy is often mentioned in Political Science, Sociology, and many others. There is no terminological accuracy in the concept of Bureaucracy. The term bureaucracy refers to the body of employees in a large-scale organisation.More specifically, it refers to a body of employees in authority relationships within an organisation. Thus, every large business organisation has its bureaucracy.In thegovernment, there are civil and military bureaucracies as well.In the literature on Public Administration, the term civil bureaucracy has a wider connotation than the term civil service. Thus, while employees of autonomous corporations are not counted among civil servants, they are said to belong to the bureaucracy.It is also understood that the bureaucracydoes not include elected politicians but consists only of appointed employees. In common usage, the term bureaucracy is sometimes also used to refer to routine anddelay in official work. However, in the study of Public Administration, while routine and delay are taken into account, the term bureaucracy is used to refer only to appointedofficials. As a phenomenon orconcept, Bureaucracyis said to have existed in a rudimentary form in an earlier period in different periods of the world. The origin and history of Bureaucracy can be traced back to 186 B.C. It was believed that in China, the recruitment in public offices was through competitive examination and we find mention ofsome form of a bureaucratic system. However,the term “bureaucracy” was first coined by Vincent de Gourney, a French economist in 1975. It was used to describe theform of a government that existed in France's first half of the eighteenth century. In French,the word ‘Bureau’ means a desk. Gourney was a strong critic of Bureaucracy. He stated, “We have an illness in France which bids to

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fair play havoc with us; this illness is called Bureaumania.” He

felt that the officer, clerks, secretaries, and inspectors though exist for the public good or interest but in practice, they used to create that public interest for their existence. 1.2.1 Bureaucracy and Civil Services The word 'civil servant' may be said to have been coined on the analogy of military servant and police servant.A civil servant is distinguishable from the latter two in that while they are mainly concerned with safeguarding the country from external and internal dangers, he is concerned with purely civil and non-technical affairs of the State. He is employed in a civil capacity, distinguished from military, judicial, or police capacity. Military officers, judicial officers, police officers, and many other technical officers like doctors, engineers,anddraftsmen are, strictly speaking, not civil servants. A civil servant is one whose main function is to administer the law of the land. Civil servants are mainly of two classes: lower clerical staff and higher administrative staff. The higher administrative staff is directly connected to the political head of the department. The lower clerical staff helps theadministrative staff and works under its direct supervision

36 and control. A State reaches its citizen through civil servants who are trained, skilled, and a permanent body of professional officials, and who have adopted government service as a career. We shall use the terms bureaucrats and civil servants interchangeably as both are used synonymously in public administration. 1.2.3 Characteristics of Bureaucracy The main characteristics of bureaucracy are as follows: a) Hierarchy The officials in a bureaucratic organization are arranged hierarchically. In order of seniority, officials are placed in the organization senior officials at the top, and junior officials lower down the ladder. The file will move upward to the top for decision and once the decision is taken, the file is returned to the bottom, where the file has been initiated with order and instruction for implementation. b) Duties Defined The duty of each official is well-defined. He is conscious of his jurisdiction, and he will not go beyond it. He will be committing a mistake and inviting punishment if he crosses the area of his jurisdiction. c) Specialisation Although bureaucratic training produces generalists, they develop some amount of specialization in course of their work. When an official works in a particular organization or department for some period, he gains expertise in it. d) Discipline and Harmony Each official in an organization has his specified duty and defined jurisdiction. He is not expected to cross into the jurisdiction of any other official. If all officials are bound by these norms and expectations, there will be discipline and harmony in the organization. e) Attainment of a specific goal Talcott Parsons, argues that one of the main features of bureaucracy is the primacy orientation to the attainment of a specific goal. Each department is assigned a specific goal, and all its members try to attain it. f) Promotion The two factors influencing promotion are seniority and ability, or merit. Seniority should be rewarded in respect of promotion. But exclusive reliance on seniority for promotion would undermine efficiency. Like seniority. efficiency should also be rewarded. Promotion is an incentive for meritorious officials. g) Training Civil servants are selected based on merit, normally through competition. They are given intensive training both before service and during service. h) Impersonalisation
37 Bureaucracy is characterized by impersonalisation.Civil servants are rigid in their interpretation of rules and regulations. They are objective. The face of the client is immaterial. Decisions are taken by rules, and not based on any personal consideration. i) Secrecy Bureaucrats are adept at maintaining secrecy. They would not easily divulge official secrets. Weber said, 'the monarch imagines it is he who is ruling, when in fact what he is doing is providing a screen, behind which the apparatus can enjoy the privilege of power without control of responsibility". 1.2.4 Types of Bureaucracy One of the important aspects of Bureaucracy is that it is shaped by environmental influences, including social, cultural, economic, and political factors. These socio-political influences have shaped bureaucracy and formed the basis of modern bureaucracy. F.MIn his book The Administrative Statehas broadly categorised bureaucracy into four types viz.Guardian Bureaucracy, Caste Bureaucracy, Patronage Bureaucracy, and Merit Bureaucracy. a) Guardian Bureaucracy The first category according to Marx is Guardian Bureaucracy. Under this system, the bureaucracy and the civil servants are considered guardians or custodians of justice and the welfare of the community. They all work for the goal of the common good. The bureaucratsare selected based on their education and further trained in the right conduct. Such bureaucracy

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existed in China before 960 A.D. and in Prussia between 640-1740 A.D.

For instance, in China, the bureaucrats demonstrated an exemplary life and quality under the influence of the teachings of Confucius. The Guardian Bureaucracy is likely to become aloof from the public from the affairs of the community and political problems of the day as they tend to become authoritarian and unresponsive to public opinion. b) Caste Bureaucracy According to Marx, Caste Bureaucracy arises from the class connection of those in the controlling positions. It implies that only those persons belonging to the upper castes and classes become civil servants and bureaucrats. In the case of ancient India, it was the Brahmins and Kshatriyas that dominated thebureaucracy, as they were the only social group or category of castes to be appointed to administrative posts. F.M Marx also notes that the caste bureaucracy manifests in another form, i.e. linking the qualification in the higher posts with arrangements that amount to class privileges. Similarly, if we take the case of the UK, we observe that the members of the British Civil Service till recently were drawn from the graduates of esteemed universities such as Cambridge and Oxford. They came from an aristocratic background. It is due to this reason that Caste Bureaucracy has been described as an “Aristocratic Personnel System” by W.F. Willoughby. c) Patronage Bureaucracy Patronage System is also known by another name i.e.Spoils System. The USA has been the traditional home of the patronage system. The means of political control is patronage. It

38 means that the bureaucrats are recruited based on personal favour or political reward. Since this system was prevalent in the USA, it was considered that no one had any more right to official status than the others and that was how the patronage was disturbed. Apart from the USA, this system prevailed in England till the end of the first half of the 19 th century. Patronage Bureaucracy was criticised for its careless discipline, concealed greediness, its biasness, irregular ways, and its partisanship. It was noticed that the outcome of this type of bureaucracy was incompetence, red-tapsim, and lack of efficiency. d) Merit Bureaucracy The most widely prevalent type of bureaucracy and the fourth category according to F.M. Marx is Merit Bureaucracy. This type of bureaucracy has replaced the patronage system and it is a response to the drawbacks of other types of bureaucracies. Under this system, the bureaucrats are selected and appointed based on their merit only. Recruitment is based on qualifications and is governed by objective standards. After entry, status and stability are ensured. There are in-service training programs and rational approaches to payand allowances. Likewise, promotion is also based on the merit principle, i.e.qualifications and achievements. This type of bureaucracy puts a strong emphasis on political control over the administrative system which was not the case in other forms of bureaucracy. Merit Bureaucracy is therefore backed by a sense of rationality in administrative behavior. Comparatively, it has an advantage and legitimacy over other forms or types of bureaucracies. 1.3 WHAT IS DEVELOPMENT? Development in simple words meansgrowth. It may be described as a 'process of social, economic, spiritual and mental change from a retrogressive to a forward-looking progressive society and a process which refers to the values of the people involved in the process itself.' To put it simply,

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Development is the process of acquiring a sustained growth of a system's capability to cope with

a new and

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continuous change toward the achievement of progressive political, economic and social changes.

While a group of scholars have equated 'development, with growth, the second group relates it with system change, yet another with goal orientation.Another school of thought considers it in terms of planned change. Many definitions of development come from sources that fall outside the confines of development administration. It includes development as planned

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growth in the direction of modernity or nation-building and socio-economic progress

involving substantial differentiation and coordination. Followed by development as planned growth in the direction of modernity.Edward Weidner, one of the leading advocates of Development Administration describesdevelopment as a 'process of dynamic transformation'. Thus, development as a process is never-endingand never complete. 1.4 DEVELOPMENT ADMINISTRATION Development Administration came in after 1950. The word was first used by U.L. Goswami in 1955 and after that lot of literature has been produced on this subject. Scholars have defined the nature of development administration. All the structures, organisations, and agencies involved in the primary activity of development, are the parts, constituents, or organs

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of development administration. Swerdlow says, "Development administration is that part of administration which is concerned with the development of country's economy and society."

According to MerlieFainshod,

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Development Administration is a carrier of new functions assumed by 39 developing countries embarking on the path of modernisation and industrialisation.

He further says that the process ordinarily involves mobilising and allocating resources to expand national income. New administrative units, frequently called nation-building organisations, are set up to foster industrial development, manage new state economic enterprises, raise agricultural output, develop natural resources, improve the transportation and communication networks, reform the educational system and achieve other developmental goals Edward Weidner says development administration is concerned with maximising innovation for development. He defines innovation for development as the process of the

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planned or intended change in the direction of modernity or nation-building and socio-economic change.

Development Administration is an action-oriented goal-oriented administrative system according to him. Fred Riggs defines development administration as organised efforts to carry out programmes or projects thought by those involved to serve development objectives. He further says, “development administration refers not only to

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a government's efforts to carry out programmes designed to reshape its physical, human and cultural environment but also to the struggle to enlarge a government's capacity to engage in such

programmes."

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Today, development administration is concerned with the formulation and implementation of plans, policies, programmes, and projects.

Thus, development administration is the administration of planned change. Development administration is about development programmes, policies, and projects in unusually wide and new demand conditions with peculiarly low capacities to meet them. It is the process of formulating policies necessary to achieve development goals and mobilising, organising, and managing of all necessary and available resources to implement these policies. In brief, Development Administration is the process of carrying out development programs and projects directedtowardnation-building and socio-economicprogress through an administrative organisation. It is through public as well as non-public organisations and their proper management that a developing country can carry out development policy measures for the realisation of national goals

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and objectives.The essence of Development Administration is to bring about change through integrated, organised, and properly directed governmental action. 1.5

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BUREAUCRACY AND DEVELOPMENT Bureaucracy and development are two components that can be seen from an overview.

They both seem to possess opposing values and

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ideas as 'Bureaucracy' represents static or orthodox and rigid values while 'Development' advocates dynamicor moving

or changing

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values. Bureaucracy viewed by the Weberian model and other theorists pertains to

the

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same routine,unchanged and repeated procedures that enable it to continue,achieve its pre- established goals and handle its problems like a system without being influenced by external factors. Development as a concept on the other hand is seen as a phenomenon influenced by the concept of change and something which quickly adapts and adjusts to changes coming in through both external as well as internal factors on the way to development. It is the administrative process that evolved for developing countries.

It must be noted that in developing countries,the only neutral and the

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biggest existing entity and stable machinery that can achieve and lead the way towards the process of development

is bureaucracy. They strive to achieve the goals of development by acting as the chief machinery of the state. They act as an interlinkage between the state and the people. The process of policy formulation and its implementation requires the bureaucracy to stay informed and updated for gathering data.

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Therefore, in the context of developing countries, bureaucracy and development are complementary and interdependent instead of being hostile 40 to one another when the development administration

and the process of development are concerned. Forthe bureaucracy to beeffective in the development process it is suggested that the state requires them

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to provide training in attitudinal changes and incorporate dynamic and social values in themto know the required preparation of strategy and implementation of programmes in the present ecological setting.

This exercise is required

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to uplift the socio- cultural and economic status of the country.

In the facilitation of the developmental process, it is alsosuggested that

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bureaucracy apart from its duties like development policy formulation and implementation as well as

in

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educating people about the policies is required to utilise their specialist knowledge to play the role of a friend,facilitator,coordinator,guardian, philosopher, and guide to the factors like market and civil societies as well as other instruments of development administration andin the process of development.

It is due to these reasons,bureaucrats have the taskofpatiently assisting people in various aspects of development.

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Therefore,one can understand howthe overall evaluation and implementation of Development Administration programmes are carried out by the Bureaucracy playing the leading role in developing nations.

Bureaucracy can assist in development by: a) Providing independent advice b) Through effective administration c) Through honesty and integrity (including intellectual integrity) d) Through sacrifice and readiness e) Through internalisation of the social and political ethos and high values. f) Through Fearless decision making g) By cutting out middlemen through accessibility to the non-aggressive,neglected peopleand reaching out to them. h) By

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jumping out of the current values and being imbued with the cherished ideals and the goals set by the professed policies of the government.

i) Through conscientious objections to the subversion of the professed goals. j) By educating the left-off sections of society about their rights 1.6BUREAUCRACY AND DEVELOPMENT IN INDIA There is a widely held belief that

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in India the role of bureaucracy is not only dominant in the implementation of public policies but is also pervasive in respect of policy formulation. Since

the

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British times, bureaucracy has no doubt played a very decisive and important role in the administrative system

of India,

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but after independence, the role expectations and actual performances of the Indian bureaucracy have changed considerably. In the context of thegoals of a welfare state and development administration, bureaucracy has certainlyemerged as one of the key elements in the politico-administrative process

in India. During colonial rule, India was held together by the 'steel frame' of the Indian Civil Service (ICS), and even after four to five decades, The Indian Administrative Service (IAS), which has taken the place of the place of the ICS, still performs the function. It is said that the bureaucracy in India to striving tobring about national integration. The bureaucracy is generally perceived to be the most important channel of communication between the rulers and the ruled. This is because of the non-existence or weakness of interest groups and political parties. Most of the working class remains unorganized, specificallyagricultural labour, which constitutes the great majority. Workers in small-scale industries also remain, by and large, unorganised. Therefore, most artisans and minority farmer groups have not
41 formed their associations. In this regard, when a section of the people faces problems such as droughtor scarcity of raw material byartisans, they generally expect the deputycommissioner to provide help and to represent their case at higher levels of government. Even though in practice thebureaucracy may often prove to be a poor channel of upward communication. The government,however, does find bureaucracy to be anefficient channel of communication in the development process. 1.6.1 Public Policy Development Public policy-making in India is as polyarchal as perhaps in any other country. It is more so because of the existence of a federal polity, the diversity of the country and the pluralistic nature of the society, a free press, and the conflicting demands made by different groups through a vast network of communications systems that have developed in the country during the past four decades of independence. The embryo or the genesis of public policies is generally laid by the political parties and which come into power through their election manifestos. They are given definite shape and modified later by the executive. The role of the bureaucracy in the policy processes varies from level to level and situation to situation. At various times

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of its operations, the bureaucracy performs what is known as

the surveillance function, while at other times it performs the diagnostic function, which includes finding the precise sources of maladies that are undertaken.

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At certain stages, it performs the function of keeping a track ofwhat is required by the government at particular times. Lastly, at other times, it may perform the function of

proposing alternate policy frameworks, implementation of policies, and providing a futuristic orientation to policy perspectives. The comparative emphasis on each of these functions of bureaucracy is subject to the political dynamics. 1.6.2 Bureaucracy, Political Dynamics and Policy-making The bureaucracy sometimes plays a critical role in initiating policy, mainly because of its technical knowledge and its close communication with majorinterest groups.This enables it to recommend and implement public policies and also because of its operational role in carrying out policy, the bureaucracy is usually aware when changes are required in an ongoing programme.They can evaluate a given policy proposal as being highly desirable, merelyfeasible, or ill-considered. They can carry out an authorised policy wholeheartedly or at some intermediate level of commitment. Likewise, a just and responsible administration implies that the administrators are not simply powerless entities in a political game whose outcome is completely determined by consideration of power. It necessitates that in a stable and efficient administration, the administrators are expected to use their power resources and principally their expertise to bring about outcomes that are in consideration with the public interest. Thus, the administrative responsibility and

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the notion of public interest are to be protected by administrators as a kind of trust for

the citizens of the country. In the changing socio-political environment of a developing country like India, a bureaucrat is required to be innovative. They must combine a forward-looking perspective and a positive attitude towardschange. Factors such as personality, social background, education, experience, andmotivation. Even in a minority of bureaucrats, the same factors should be considered as necessary conditions foradministrative innovation. 1.6.3 Bureaucracy and Policy Implementation Practically in most countries, the bureaucracy is one of the important actors in the making of governmental departments. In most contemporary systems, their power as decision-makers has been steadily increasing and perhaps the most important aspect between the development
42 plans and their implementation is the bureaucratic machinery, whose function is to translate planned goals into action.It gives effect to policies after they have been approved by

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the executive and legislative branches of the government. Though this function also is performed under the overall control and supervision of politicians in the executive and legislative branches, howevermembers of the bureaucracy have to bear much of the responsibility for implementation.

This is due to its growing influence. 1.7 CONCLUSION It is a commonly expressed view that the bureaucracy is a rational and neutral instrument of development.As people in developing societies are faced with several problems,

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such as poverty,unemployment, bad health, illiteracy, corruption, and authoritarianism. The

primary role of state and government in the day-to-dayadministration extends upon the bureaucracy and it is due to this reason the bureaucracy's role has been expanding. Its role in the development of a nation-state is vital and it cannot be undermined. As mentioned before, the bureaucrats must combine a forward-looking perspective and a positive attitude towards change. Factors such as personality, social background, education, experience, and motivation should be taken into consideration. Thus, the interlinkage between development and bureaucracy overlaps various aspects which bring about growth and as well better conditions. 1.8SUMMARY ? Bureaucracy plays a crucial role in the administration of a country. ? It has severalcharacteristics and it can be broadly categorised into four types. ? Bureaucracy is one of the most important aspects of development. ? Bureaucracy and Development are correlated and interdependent. ? The role of bureaucracy in the development of India is another important aspect. 1.9KEYWORDS Bureaucracy: The body of employees in a large-scale organisation Development:Itmeans moving or graduating to a better stage of the condition. Authority: The type of power whose exercise people see as legitimate. Max Weber: German Sociologist, who gave an important theory of authority and its typology. F.M. Marx: German-American Political Scientist, who is most noted for laying down the four categories of bureaucracy. Edward Weidner: American Public Administration Scholar and a leading advocate of Development Administration. Impersonalisation: To get rid ofhuman characteristics such as sympathy, warmth, etc. Steel Frame: Civil servants and bureaucratswere referred to as the 'steel frame of India' by Sardar Vallabhbhai Patel Public Policy: A system of laws, regulatory measures, courses of action, and funding priorities concerning a given topic promulgated by a governmental entity or its representatives.
43 1.10MODEL QUESTIONS 1.10.1 Long Answer Type 1. What is the meaning of bureaucracy? Write the major characteristics of bureaucracy. 2. Differentiate between Development and Development

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Administration 3. What is the contribution of bureaucracy to the various aspects of development? 4. Evaluate the

role of Bureaucracy in the development of India? 1.10.2 Short Answer Type 1. What do you understand by the term bureaucracy? 2. What is Development Administration? 3. Define the term development. 4. What do you understand by the term Spoils System? 5. Write any four features of bureaucracy. 6. What are the four types of bureaucracy according to F.M. Marx? 1.11 REFERENCES Deva, S. (1986). Bureaucracy and Development. Economic and Political Weekly, 21(48).

75% **MATCHING BLOCK 71/319** **SA** PSC_1046.pdf (D164969508)

Bhattacharya, M. (2008). New Horizons of Public Administration.Jawahar Publishers and Distributors. Laxmikanth, M. (2011). Public Administration. McGraw Hill Education.

Singh, N., & Sachdeva, P.(1989). Public Administration in India: Theory and Practice.Sterling Publishers. Maheswari, S. (1978). Bureaucracy and Political Development in India. The Indian Journal of Political Science, 39(3). UNIT 2: SOCIAL BACKGROUND Structure 2.0Learning Objectives 2.1Introduction 2.2Origin and Background of Bureaucracy 2.3Origin and Background of Bureaucracy in India 2.4Social Background of the Bureaucracy 2.5 Outcomes of the Social Background
44 2.6Suggestions for making the Bureaucracy Representative and Inclusive 2.7
Conclusion 2.8 Summary 2.9 Keywords 2.10 Model Questions 2.11 References 2.0
LEARNING

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OBJECTIVES After studying the unit, you should be able to: ? Explain the origin and background of bureaucracy. ? Explain the origin and background of bureaucracy in India. ? Social Background of bureaucracy 2.1 INTRODUCTION The social background of

the bureauracy and its historical origin is a crucial aspect in understanding the genesis of bureaucracy. In this regard, fewstudies on social background have been conducted

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to find out which social economic group the senior civil servants come from.

We do get some sort of an idea

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about the section of the society and from which most civil servants of a certain category are drawn, their education, whether they lived in villages or cities, their caste, their religion, and the extent to which women can get in to the services and so on. We can relate the social background to attitudes, or in other words study the influence of social class, education, and such other factors on the nature of bureaucracy, and hence the administration. Finally, we can examine how far the bureaucracy may be said to be representative of the society in general, that is to analyse whether it is drawn from all sections or whether members of a certain class predominate. Representativeness is often considered to be related to responsiveness and it may not be fully responsive to the other classes in society. 2.2

ORIGIN AND BACKGROUND OF THE BUREAUCRACY Since a comprehensive theory of bureaucracy is attributed to Max Weber, his ideas have been an integral part of the study

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of Bureaucracy and its organistion. His thought has influenced generations of scholars on bureaucracy and formal

organisation. As one of the founders of modern sociology, his writings covered a wide range of subjects including economics, sociology, and administration. His ideas on bureaucracy need to be placed in the larger framework of his writings on the economic and political structure of society. He traced the pact of religious views on the growth of capitalism and dealt with the relationship between industrialisation and organisational structure. His thoughts on bureaucracy evolved out of the considerations of socio-historical forces and led to the growth of complex organisations. Weber's ideas on bureaucracy form an integral part of his macro view of history and social theory. He also presented an important viewof the origin and background of modern bureaucracy. Weber went back into ancient history to find out the chief reasons for the rise of bureaucratic government in the modern state. As he observed, the avocation system of Roman administration could be traced to Greek practices. There was no colonial officer in Rome despite the vast Roman empire. Provincial governors were sent out on an annual tenure

45 supported by a very limited staff. Julius Caesar's effort to create a permanent civil service also failed. In this respect, Augustus and Hadrian were, to some extent, successful. A full- blown bureaucracy had come into being during the reign of Diocletian.The fall of Rome was as much due to the burgeoning bureaucracy as to the creeping corruption of the ruling class.They had compelled the imposition of special taxes to at the wheels of a vast administrative machine. Here, Weber found the clue he was searching for. Bureaucratic administration, he observed, could survive only when there would be a developed money economy capable of sustained economic growth.This was not the case with Rome and her provinces which were not far removed from a subsistence economy. So,the Romans could not afford a large bureaucratic structure. According to Weber, a developing economy can produce a surplus of food and commodities and this surplus becomes the basis for payment of salaries to the members of the civil service. The increasing need for public revenue compels the state to develop a rational system of public finance. To quote Weber, "a stable system of taxation is the precondition for the permanent existence of bureaucratic administration". Therefore, the development of the money economy and the emergence of mass democracy prepared the ground for bureaucratic administration. Later, Weber gives his idea of the Protestantethic and the spirit of capitalism to further the idea of the ascendency of bureaucracy. 2.3 ORIGIN AND BACKGROUND OF BUREAUCRACY IN INDIA The bureaucracy in India is the product of two different sets of influences: British traditions and a democratic welfare system. The British, who ruled India for almost a century, established a system of bureaucracy whose key outstanding features were its elitism and a strong loyalty to its masters. They laid the foundations of modern Indian bureaucracy which was primarily meant to serve the limited objectives of maintenance of law and order and collection of revenues in the annexed conquered territories of the British East India Company. The system dates back to the Northcote Trevelyan Report of 1854, which demonstrated Lord Macaulay's profound belief in English liberal education.This belief resulted in a band of administrators for India from Oxford andCambridge Universities designated as the Indian Civil Service or the ICS, who were called "allrounders" by the supporters of the system and "amateurs" by its critics. The advent of Independence and the change in the role of government to include the functions of a welfare state produced the second set of influences. The rapid technological progress attained since thenled to a proliferation of some para-state organisationssuch as public corporations, nationalised industries, public enterprises, and voluntary organisations supported by public funds. These expanding frontiers and the new tasks of the government in India required an administrative state able to handle social, economic, political, and scientific problems in the context of the national and international setting. Bureaucracy thus became one of the chief instruments in the hands of government to deal with the challenges of the new political order and the socio-economic imperatives. However, despite the environmental changes after Independence, the impact of the British system continuedto dominate the Indian scene.Compared with other developing countries, the Indian bureaucracy had many advantages at the time of Independence. During the colonial period itself, the foundations had been laid for a modern education system capable of providing the personnel necessary for both the administrative system and the growing industries. A network of communications, a core of financial institutions and a well- developed press provided the essential links in the infrastructure of a modern nation. The bureaucracy which was created by the British Imperial government for maintaining a colonial system proved to be a remarkable administrative legacy in post-independent India.

46 The dominant feature of the British system, as noted earlier, was the ICS, an elite cadre of civil servants. They were both the policy-makers and the executive officials. During British times, political power was highly centralised within the bureaucracy, which largely lay in the hands of the members of the ICS class. The structural characteristics of the ICS such as an open entry system based on academic achievement, elaborate training arrangements, permanency of tenure, reservation of all the responsible generalist posts of central, provincial, and district levels for members of this elite cadre alone, aregular, graduated scale of pay with pension and other benefits, and a system of promotion and transfers based predominantly on seniority had all been retained in the present system after independence with only slight modifications in details. During the colonial period, the bureaucracy served to some extent as an instrument of integration of the country. The administrative unity of the country, maintenance of law and order, reasonable standards of integrity, and the formalisation of the relationship between the administration and the people in place of arbitrary dealings as in the past, were some of the main achievements of the bureaucracy. Thebureaucracy also came to be involved in the tasks of the construction and maintenance of public works such as roads, railways, and canals as well as in the development of social services like education, and hospitals. However, since the end of the colonial period, it has been popularly and persistently argued that Indian administrators, retaining some of the negative aspects of the imperial legacy, such as aloofness and status-consciousness, are generally maladjusted and it tends to be authoritarian in the new situation. Therefore, the hopes and renewed aspirations of the people of independent India created new tasksand responsibilities that were assigned to the newly created Indian Administrative Service (the IAS), successor to the ICS, but with no radical break with the British Prime Minister and Minister for Home Affairs at Independence which had rendered the administrative traditions. Today the IAS is the core of the country's administrative structure, sharing its tasks with severalAll-India, Central, and State Services and providing strong administrative links throughout the country, although interpretations differ on how effective these links have been. The bureaucracy in India has emerged as the influence that has certainly contributed to the technical and political development the of bureaucratic administrative organization. They are hierarchically structured both horizontally (between higher and lower in the same broad area of work) and vertically (between different skills, professions, or disciplines), further leading to a system of classes in the civil service, each with its separate career structures determining prospects for promotion. 2.4 SOCIAL BACKGROUND OF THE BUREAUCRACY Until about the middle of the nineteenth century, bureaucracies in almost all countries were filled by men from a numerically small upper class, irrespective of thecharacter of the society or the form of its government, whether monarchic, democratic,or aristocratic. It was assumed that the members of the upper classes possessed certain inherent abilities for administrative leadership. The same case applies to India as well.

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The main finding of research studies is that most members of the higher bureaucracy have been drawn from the professional middle class of India, consisting of

backgrounds

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of higher civil and military officers, lawyers, doctors, university teachers, and business executives. The father or the guardian of the majority of candidates who were direct recruits to the IAS belonged to this class.

There are relatively very few of the IAS officers recruited
who arefrom the families of Zamindars or farmers. Theyconstituted a comparatively low figure

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of the total recruitments. The situation concerning other higher services was similar, but the difference 47 between the numbers of those drawn from the professional middle class and landowning families was less. Thus, of the recruits to the Indian Police Service, the majority of candidates came from the professional middle class,and few candidates came from the landowning class. Of the recruits to the Indian Foreign Service, the majority came from the professional middle class and fewcame from the landowning class. In short, in the first decade after independence, most of the entrants to the higher bureaucracy belonged to the English educated, salaried or professional, upper middle class; there were very few entrants from other sections of the society. Recruitment to the higher bureaucracy was highly biased in favour of the professional middle class as it constituted less than 10 percent of the population but more than 80 percent of the recruits were drawn from it. During the

later

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period, the proportion of recruits from landowning families improved somewhat, although it remained low.

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In the case of the IPS also the direction of change was the same, the percentages of recruitment from the two classes were uneven. Likewise, in the case of certain other Central Services also the proportion of recruits from landowning families improved a little, although it went down in respect of the Indian Foreign Service.

Recent studies have found that in this new decade, candidates are recruited from diverse backgrounds and the data also indicatesthatthe

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proportion of persons from farming familieshas been increasing gradually, however, the vast majority of those joining thehigher bureaucracy still come from the professional middle class.

In the field of

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education, research studies show that most of the entrants into the higher bureaucracy are drawn from among those educated at exclusive schools and colleges. The phrase "exclusive schools and colleges" refers to educational institutions which charge high fees and hence are generally joined only by children from the upper and richer sections of society. The medium of instruction in these institutions isusually English only. What is even more interesting, there has been an increasing role of education at exclusive schools for entry into the higher echelons of the civil service. Of those recruited to the IAS,

a good number of candidates had been educated at Convent and public schools, andin the later period, it was observed that a vast majority of candidates

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had been educated in such schools. Thus, since independence, the proportion of recruits educated at exclusive schools had gone up by four times. The significance of education in exclusive colleges has also been unmistakable. More than half of the IAS recruits

have been educated in only a dozen well-known colleges in India in comparison to

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all the other colleges put together which had contributed less than half. A similar picture emerges when we consider the role of education at the better-known universities.

It has been observed that a good number of candidates have

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been educated at the six universities of Madras, Bombay. Calcutta, Delhi, Punjab, and Allahabad. These six universities also contributed

to more than 80 percent of the recruits to the Indian Foreign Service. The recent increase in the number of candidates coming from professional backgrounds such as IIT, engineering, and medical also provides a very important aspect regarding their backgrounds. Coming to the

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caste factor, the higher bureaucracy is recruited predominantly from the so- called higher castes. People of low caste are also generally poor and cannot afford higher education for their children. To compensate for the age-old discrimination against those having a low social status, the Constitution of India provided for "reverse discrimination" in the shape of reservation of jobs for scheduled castes in Public Administration. Fora long, however, these quotas were not filled, since candidates of scheduled castes and tribes could often not get qualifying marks in the competitive examination. Government coachincenterses 48 were therefore started to help such candidates in preparing for the examination.

Gradually these quotas began to be filled. Similarly, the percentage of scheduled tribes recruits also rose. Though the percentages were, however, still lower than their proportion of

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the population. In other words, persons of low social status were still under-represented in the higher bureaucracy.

The Reservation System in India was introduced to uplift the historically disadvantaged sections of Indian society and this same principle appliesto candidates applying for the civil service exam.Scheduled Caste reservation for civil service exam constitutes 15%, 7.5% for Scheduled Tribe, 27% for Other Backward Classes(OBC), 10% for Economically Weaker Sections(EWS), and 4% for Persons with Benchmark Disabilities.

87% **MATCHING BLOCK 84/319** W

In the sphere of religion, while all the important religions of India are represented in the higher bureaucracy, some of them have fewer members than their proportion

of the population. Thus, among the IAS recruits, the vast majority of candidates come from were Hindus. Few are Muslims,Christians, and Sikhs. The representation of Muslims, Christians, Sikhs and other minority communities has varied and has beenlower

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than their proportion in the population. The representation of women in the higher bureaucracy has increased consistently.

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While there hasbeen an increase in the number of women getting into the IAS, they constituted a less number during the early years. Since women constitute about half of the population, they may be said to be

stillgrossly under-represented. However, a dynamic that has been observed since the beginning of the last decade is that the performances of women have been soaring. Over the last 10 years, there was a fair share of toppers and top rank holders between both men and women candidates. As

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we have studied the social background of the higher bureaucracy in India based on research studies made from time to time,

it must be noted thatcomparable

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studies for the lower bureaucracy have not been made, presumably because it is not considered to play as important a role in the political system. However, some comparison of the social background of the two sections of the bureaucracy can be attempted based on available data.

The above comparison reflects the dynamics of social background and

70% **MATCHING BLOCK 89/319** W

while the study suffered from certain limitations, it does still provide some data for purposes of comparison. 2.5

OUTCOMES OF THE SOCIAL BACKGROUND As noted earlier, it is the urban professional middle class that is drawn largely to higher bureaucracy. So, it would be a mistake to say that the higher bureaucracy representsthe entire society. There are certain outcomes of the disparity of social backgrounds of the bureaucracy. There is a

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great difference between the values, norms, practices, beliefs, and information of the higher bureaucracy, the lower bureaucracy, and the people. This creates a lack of

communication between them and in turn,

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due to lack of communication with the people, and their lack of cooperation, administrators are unable to assess the success of programmes, and the problems in the way of their fulfillment properly. One of

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the important functions of the bureaucracy in developing countries is to deal with poverty, its causes, and

its

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consequences. If the upper section of the bureaucracy, which plays an important role in policy formulation as well as implementation, has little understanding of the nature of poverty in the country, ineffectiveness is bound to

take effect.

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If the common people are afraid of administrators and can hardly speak a language understood by them, administrators' understanding of people's problems remains wanting, and hence policies for 49 dealing with these remain unsatisfactory.Thus, alack of communication leads to a lack of effectiveness. Lack of

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effectiveness also results from a lack of participation by the people. Due to social distance between the administrators and the people, and differences in their values and beliefs,

the

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administrators are unable to enthuse the people and seek their cooperation and participation. Ineffectiveness also results from

a lack of feedback fromthe administrators andlack

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of effectiveness results from a lack of adjustment between members of the higher and lower bureaucracy.

Studies have

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found that subordinate officials suffered from feelings of insecurity, hostility, and isolation. They felt that they had no influence, they had to only obey instructions, and stick to rules. Thus, differences in the status and culture of the higher and lower bureaucracy made for frustration, hostility, and lack of initiative on the part of the large, lower, section of the bureaucracy whose function was to give effect to policies. Equality of opportunity is a very important principle of democracy. It implies that everyone should have the same opportunity to achieve desired goals, in keeping with his abilities and effort. Since high-level administrative positions in our society have high prestige, large numbers of youth wish to obtain them. However, because of their socio-economic background, a large number cannot avail of this opportunity. The vast majority of our people live in villages where they have little opportunity to pursue the kind of education which would make for success in competitive examinations. Many of those who live in cities also cannot afford good quality higher education. Hence the poor, and thoseliving in villages, have the feeling that they are unjustly being denied entry into

the higher bureaucratic system, spheres of the decision-making process, and governance altogether. 2.6SUGGESTIONS FOR MAKING THE BUREAUCRACYREPRESENTATIVE AND INCLUSIVE As noted earlier,

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bureaucracy cannot at present be said to berepresentative of society as a whole. This results in

the

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ineffectiveness of administration and a feeling of injustice among those who are left out. Hence, we have to

find out different ways to inculcate and integratea

78% **MATCHING BLOCK 102/319** W

representative bureaucracy without compromising the principle of selection based on merit. We shall consider these below.

In the case of India, at present,the proportion of the people in India that receive inclusive education is relatively low as per its standards. According to National Statistical Office (NSO) data, India's average literacy rate is 77.70%. The figures do not complement the developmental aspect.

82% **MATCHING BLOCK 103/319** W

Literacy constitutes just the beginning of education. For getting a job one needs education appropriate to it. The proportion ofthose who get secondary and highereducation is relatively small. Manyof course, never go to school. Even among those who join a school, the majority drop out. Of 100 children who enroll in class I, only 25

to 30

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reach class VIII. Higher education is limited to only a certain percentage of those in the relevant age group. A wider spread of education is, required to provide for social justice and also to help in social, economic, and political development. Having a more presentative bureaucracy is an aspect of development.

The

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spread of education can be improved by having more schools, reducing the cost of education, vocationalisingeducation,providing mid-day meals, books and uniforms to children of the poor, providing more teachers, improving the method of teaching, and so on. If those who get left out today also get educated, they can compete for the public bureaucracy. This will benefit the administration since the bureaucracy will be drawn from a larger pool, thus tapping the potential of more people; it will also make for a more representative bureaucracy.

The New Education Policy of 2020 can prove to be vital in this regard.
50

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In developing countries like India, the system of personnel administration also remainsunderdeveloped. The system of recruiting people for a service, instead of a job, is one aspect of such underdevelopment. This has three consequences: (i) lack of emphasis on specialisation, (ii) rank-in-man instead of rank-in-job, and (iii) recruitment from a limited section of society. Thus, when we recruit people for the IPS, the method of recruitment results in the selection of persons mainly from a small section of society. It is because the test is for abilities that mainly candidates from the upper middle class have developed. These abilities, however, may not be relevant for all the jobswhich IPS officers may have to perform. The result is that while we exclude candidates from classes other than the upper middle class, we still do not select those who are suited for the work which they have to do. Thus, at present, the athletic ability of candidates is not tested. While an advisor to the government on security might not need it, a district police officer might be in great need of it.

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Many boys from the poorer section might have it in greater measure than those from richer ones. Similarly, we might require other specialised qualifications appropriate for particular jobs. In this way, we would be able to recruit persons with specialised qualifications and abilities suited to particular jobs, and also with diverse social backgrounds. Hence

the

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introduction of position classification and recruitment for specialised jobs would lead to both, personnel who are better suited to their jobs and a more representative bureaucracy.

The Indian Constitution for instance has a provision to create more All India Services and Central Services.

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In 1961, two new Central Class I Services constituted the Indian Economic Service for the economists and the Indian Statistical Service for the Statisticians. All these services aim

to provide better status and pay, thus attracting the pool of candidates whom are well versed technically and skilled in this field. The creation of such new all India and central services can provide them necessary security and platform.

93% **MATCHING BLOCK 109/319** **W**

At present recruitment to services like the IAS, IPS, IFS, and IA&AS (Indian Audit and Accounts Service) is made based on

an objective type examination, which is followed by a written examination and lastly, there is an interview. It has been found that

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the examination and the interview, however, do not test all the abilities of a person. According to an expert,cramming also helps some people to succeed in a written examination.

Cramming or studying intensively over a short period just before an examination does not prove to be sustainable for the candidates in the long run. Though,

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an objective type examination has recently been introduced to reduce the emphasis on crammingthere is still a need for further improvement.

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The interview is called the personality test. However, no scientific personality tests, such as those used in the armed forces, are employed. By testing candidates more scientifically, we would not only be able to select persons more suited to their jobs, but we would also be able to spread our net wide. Various abilities may be said to be distributed widely over different sections of society. Hence if we test for various abilities, instead of mainly that essay writing, we would be able to get people who are more suited to their jobs from diverse social backgrounds. 2.7

CONCLUSION

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The higher bureaucracy in India is drawn mainly from the urban, salaried, or professional, middle class consisting of higher civil and military officers, lawyers, doctors, university teachers, and business executives. Most administrators have received education at exclusive schools, colleges, and universities. Three-fourths of them have lived in cities. About one- tenth of them belong to scheduled castes and about one-twentieth to scheduled tribes. Muslims and women are also under-represented. Such a narrow field of extraction of the 51 higher bureaucracy makes for differences in values. norms, beliefs, and orientations between the higher and lower bureaucracy and the people at large. The above factors result in a lack of communication,

the

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ineffectiveness of administration, and the perception of injustice. A more representative bureaucracy, selected by merit, can be achieved through

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greater spread of education, more emphasis on position classification and specialisation, and the adoption of more scientific methods ofrecruitment for testing various abilities and personality traits. 2.8

SUMMARY ? The social background of bureaucracy is an important aspect of the holistic understanding of bureaucracy. ? It has been found that it is mostly the people belonging to professional middle-class backgrounds that comprise the bureaucracy. ? The outcome of social background leads to uneven outcomes. ? Representative bureaucracy is the need of the hour. ? Various methods can be incorporated for making the bureaucracy more representative and inclusive. 2.9 KEYWORDS Cramming: Study intensively over a short period just before an examination

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Representative bureaucracy: A civil service representing proportionately every caste, class, and religious

groupof the

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population. This type of bureaucracy is expected to be responsive and responsible to the people of the country.

Professional

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middle class: The group of persons engaged in professions such as those of civil and military officers, doctors, lawyers, business executives, etc.

Communication: Communication is simply the act of transferring information from one place, person, or group to another. Northcote Trevelyan Report of 1854: The report which was published in February 1854 recommended that entry to the Civil Service in Britain be solely on merit, to be enforced through the use of examinations Reverse Discrimination: A term for discrimination against members of a dominant or majority group, in favor of members of a minority or historically disadvantaged group. The New Education Policy of 2020: The new policy replaces the previous National Policy on Education, 1986. The policy aims to transform India's education system by 2030. 2.10 MODEL QUESTIONS 2.10.1 Long Answer Type 1) Give an account of the origin and historical evolution of bureaucracy. 2) Explain the social background of bureaucracy. 3) The bureaucracy in India is dominated by the professional middle class. Comment. 4) Suggest various ways through which bureaucracy can be representative and inclusive. 2.10.2 Short Answer Type 1) How does education influence the social background of bureaucracy? 2) What is the role of caste in the social background of bureaucracy?
52 3) Write a brief account of the background of the IAS. 4) What was the role of the Britishers in the origin and evolution of bureaucracy in India? 5) Mention two outcomes of the social background of bureaucracy 6) Mention two ways through which bureaucracy can be more representative. 2.11 REFERENCES Subramaniam,

100% **MATCHING BLOCK 119/319** W

V. (1971). Social Background of India's Administrators.Publications Division. Government of India.

Jain, R,
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91% **MATCHING BLOCK 120/319** W

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Chakrabarty, B.& Chand, P. (2012). Public Administration in a Globalizing World. Sage Publication. UNIT 3: ROLE OF BUREAUCRACY Structure 3.0 Learning Objectives 3.1 Introduction 3.2 Role of Bureaucracy in State 3.3 Public Policy 3.4 Role of Bureaucracy in Developing Societies 3.5 RedTapism 3.6 Maladies
of Bureaucracy 3.7 Conclusion 3.8 Summary 3.9 Keywords 3.10 Model Questions 3.11 References 3.0
LEARNING OBJECTIVES
53 After studying the unit, you should be able to: ? Explain the
role of bureaucracy ? Explain the role of bureaucracy in a developing society ? Meaning of Public Policy ? Bureaucracy's role in the formulation and implementation of public policy ? Concept of Red-Tapism ? Criticisms of bureaucracy 3.1 INTRODUCTION Bureaucracyplays an extremely important role in the day-to-day administration of the state.It has the responsibility to make sure that the administration is running perfectly without any disturbances. They make the administration run as per the rules and regulations that are implemented by the government. From policy formulation to policy implementation, bureaucracy plays an active role in the maintenance of law and order. The quality of the citizen's life depends on the attitude and performance of the bureaucracy. Moreover, in all walks of life of a person, bureaucracy plays a very significant role.

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The people in developing societies suffer from several problems, such as poverty, unemployment, bad health, illiteracy, corruption, and authoritarianism. The state is considered to be the main agency for dealing with these, or, in other words, for bringing about development. Hence the state has to shoulder more and more responsibility. Since the state functions through the government, and the government, in turn, depends to a large extent upon the bureaucracy, the bureaucracy's role also keeps expanding.

Likewise, there is a widely held belief thatin

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India the role of bureaucracy is not only dominant in the implementation of public policies but is also pervasive in respect of policy formulation.

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In the context of thegoals of a welfare state and development administration, bureaucracy has certainly emerged as one of the key elements in the politico-administrative process

of India. We shall discuss the role of bureaucracy in the important socio-economic-political spheres of India with an emphasis on public policy, followed by several maladies of modern bureaucracy. 3.2 ROLE OF BUREAUCRACY IN

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STATE 3.2.1 Bureaucracy as Agents of Political Development The emotional bonds of nationalism are often weak in new nations. However, unless these bonds are strengthened, the nation is in danger of falling apart, as happened, for example, in Pakistan from which Bangladesh broke away. The state and its bureaucracy play an important part in strengthening these emotional bonds. Thus, national integration is sought to be promoted through education, radio and television programmes, development of native languages, publication of good quality literature in native languages, cultural and sports activities in which persons from all parts of the nation participate, and so on. These programhes are often conducted by members of the bureaucracy. In a country where the national bonds are weak, having a bureaucracy that is centrally recruited and whose members serve in different parts of the country, also helps to hold the nation together. Political development is also promoted by strengthening interest groups, such as labour unions. Legislation

that

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sanctions and supports trade union activity thus helps to bring about political development. Insofar as the bureaucracy participates in the formulation and implementation of such legislation, it has a role in political development. Political parties also 54 constitute an important part of the political system. In some countries nowadays political parties are provided with election funds

by the
state. This reduces the dependence of the parties on the rich, helps to curb competition, and promotes political development. Elections constitute an important part of the democratic political process. They must be conducted with honesty and impartiality; otherwise, the people will lose faith in the system and it is likely to collapse sooner or later. Insofar as the bureaucracy conducts elections honestly and efficiently, it helps to maintain and develop the political system; for, it is through elections that new parties and leaders come to power and implement programmes of social change desired by the people. 3.2.2

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Role of Bureaucracy in Economic Development In the eighteenth and nineteenth centuries, it was believed that the state should restrictitself to thecountry's defense and the maintenance of law and order and that it should intervene in the economy as little as possible. This view changed, particularly after the Great Depression of the 1930s, in which millions of people became unemployed the world over. Nowadays, all governments are expected to regulate the economy to bring about an increase in production, a high level of employment,prices of commodities, and check over monopolies and unhealthy trade practices. The need for such regulation of the economy is all the more in developing countries like Indiadue to widespread poverty and unemployment on the one hand and the great power ofmonopolists on the other. The government regulates the economy through fiscal policies (by modulating taxes), and monetary policies (by modulating

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money supply). Planning, which means resource allocation through a centralised administrative process, is resorted to for achieving economic growth. The government develops means of transport and communication. It provides loans and raw materials to industrialists and fanners. All these governmental activities are performed by government departments, nationalised banks, and other public undertakings through their officials. Hence

it is the bureaucracy that

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has a very important new role, namely that of functioning as the agent of economic development. More and more economists, statisticians, and trained managers are needed for the proper performance of this role. 3.2.3The Role of Bureaucracy in the Welfare State In recent times there has been a tendency for entrusting the state with more and more responsibility for social services, such as the provision of education, health care, employment, labour welfare, the welfare of the blind and other handicapped persons, and the welfare of widows and orphans. So much importance is attached to these new functions that the state has been renamed as the welfare state. The provision of such varied social services requires large numbers of different types of specialists, such as teachers, doctors, nurses, labour officers, and social workers. With their recruitment as members of the bureaucracy, the nature of the bureaucracy tends to change. This new role requires a new kind of bureaucracy.The

bureaucracy, therefore, influences the welfare aspects as well. 3.2.4

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Collection of Taxes and Disbursement of Financial Benefits The bureaucracy plays a vitally important role in financial administration. They advise the political executive irrespectiveof all financial planning,taxstructure,tax administration, and the like. They collect taxes and settle disputes involving

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recovery of taxes. They play a vital role in preparing the budget and taxation proposals. They carry out the function of granting legally sanctioned financial benefits, tax reliefs, subsidies, and other concessions to the people. 55 3.2.5

Role in Public Relations The era of the

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modern welfare state and democratic politics has made it essential for the government to keep close relations with the people of the state. The need for maintaining active and full public relations is a vital necessity for every state. Civil servants play an active role in this sphere.They are the main agents who establish direct contact with the people. They serve as a two-way link. On the one hand, they communicate all government decisions to the people, and on the other hand, they communicate to the government the needs, interests, and views of the people. Thus, Bureaucracy plays a vigorously active and highly important role in the working of the government. 1.2.6

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Record-Keeping The bureaucracy has the sole responsibility of keeping systematically all government records. They collect, classify and analyse all data

of

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all activities of the government. They collect and maintain vital

socio-economic

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statistics which are used for the formulation of public policies and plans. 1.2.7

Bureaucracy as Agents of Social Change Nowadays, however, many

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such changes are sought to be brought about with the help oflaws. Thus, untouchability, bigamy, child marriage,and

the dowry system have beendeclared illegal. As agents of change, the bureaucracy through their work brings awareness to society of the ill effects of social injustice. 3.3 PUBLIC POLICY Public policy is a frequently used term in our daily lives. Policy formulation is one of the essential functions of government. In the present setup, it is the responsibility of the government to take care of the people. A government is to perform numerous functions and a policy is before every action. In simple terms, a policy may be defined as a set of rules which can be utilised to achievecertain desired objectives. They are the means by which, the ends of a collective community are served. Without policies, government and administrationcannot function efficiently due to the lack of planning and reaching desired objectives. Some of the features of public policy include: a) Public Policies are purposive and goal-oriented actions or behaviour. b) It is a course of action or series of programmes adopted by the State to serve the interests and needs of the public and society at large. c) Public Policies are those actions that the government wanted to do rather than what they intend to do. d) They can be both positive in nature i.e.action taken by the govt. to solve a particular problem or can be negative in nature i.e. decision by the government to not take any action or to not do anything about the issue that came across. e) Public policies have a legal and authoritative base i.e. as David Easton said they are authoritative values allocated by the State. Meaning that it is legitimate and is followed by legal obligation and coercive power. 3.3.1 Public policy formulation 56 This is the stage in which the initial research takes place for identifying the problems and target groups which may requirea certain policy. Thus, a policy is formulated to solve the problems faced by a certain group within a community. The formation of the public policy has the following stages: a) Identification of public problems b) Putting public problems on the policy agenda c) Formulation of policy proposals/alternatives to deal with the problem d) Making final policy decision from the set of alternatives 3.3.2 Policy Implementation The implementation process involves the conscious conversion of policy plans into reality. In other words, this is the stage that translates the policy on paper into action and brings it to the actual beneficiaries of the policy. Policyimplementation reveals the strengths and weaknesses of the decision-making process. 3.3.4 Who implements policy? Public administration i.e.the bureaucracy (permanent executive) is the main organisation that implements the policy. Many other actors like the legislature, pressure groups,community organisations, and the judiciary help in the process. Policy implementation is a complex task and thus faces many hurdles due to: a) Lack of knowledge and adequate financial resources b) Absence of political support c) Lack of public involvement or cooperation d) Politicization of policies to favour stronger groups e) Centralization of power and hierarchical bureaucratic structure (red-tapism) 3.4 ROLE OF BUREAUCRACY IN DEVELOPING SOCIETIES It is imperative to understand the role of bureaucracy in a developing society. The civil service in a developing society like India plays a very important role. From providing all the necessary information to the political executives to carrying out the objectives of the state, the bureaucracy is the link that facilitates the smooth functioning of the administration. The role it plays in developing societies includes: 3.4.1 Policy Formulation Though it is widely considered that in a democratic government, politicians formulate policies and the executive executes them. However,

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the making and implementation of policies are so deeply interconnected that it is impossible to separate them.

Formulation and determination of policy is the function of the political executive but the

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civil servants have also come to play an active role in it. They aid, advise

supply information to the ministers in policy making. For instance, they act as channels of communication with the government. The bureaucracy is generally perceived to be the most important channel of communication between the rulers and the ruled. This is because of the non-existence or weakness of interest groups and political parties. Most of the working class remains unorganised.

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This communication between the government and the various sections of society takes place, to a large extent, through the bureaucracy. Thus, if the farmers in an area suffer from some problem, such as lack of water for irrigation, they generally approach officials like the Deputy Commissioner, who communicates the problem to a higher level of the administration: they may make proposals for irrigation facilities

and add the required changes in

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the budget. In this way, communication through the bureaucracy may help in the formulation of policy proposals for 57 meeting the needs of the people.

The bureaucracy remains an important

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mechanism for the conversion of demands into policies. In this way, bureaucracy plays a more important role in policy formulation in developing countries.

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Hence policy formulation, or giving the shape of laws and rules to policies, is largely done

by bureaucracy. Though,

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laws and rules drafted by specialist members of the bureaucracy are later examined and modified by ministers and legislators. However, ministers and legislators often do not have

an understanding of the intricacies of scientific and legal matters. Therefore, theyhave

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to depend to a large extent upon specialists in the bureaucracy. In this way, the bureaucracy comes to influence policy formulation.

Likewise, political executives, may not contain all the required manpower and information to formulate policies. They cannot also understand the tech complexities of policies and hence depend on the expert advice of professional civil servants. The political executives thus require the expertise of civil servants in developing societies. The bureaucracy has an important

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role in policy formulation also because of the technical knowledge possessed by it. 3.4.2

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Policy Implementation The main function of the bureaucracy is policy implementation, that is, giving effect to policies after they have been approved

by

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the executive and legislative branches of the government. This function also is performed under the overall control and supervision of politicians in the executive and legislative branches; however, members of the bureaucracy have to bear much of the responsibility for implementation. For implementation,

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a policy has to be broken up into projects, and each project into programmes. Thus, for implementing the policy of rural development, there are projects like that of Community development.

Implementation of the policies decided by the political executive is the fundamental function of the civil service.Tocarry out the objectives laid down in Directive Principles of State Policy in India (Part IV) the civil servants

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execute laws and policies to attain the goals of the welfare state, that is, social equity, economic development,

socio-political-economic justice, and so on. The implementation process also involves the execution of these policies. Execution means carrying a programme into effect. Thus,

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civil servants in various departments have to function in a coordinated manner for carrying out various programmes. To ensure such coordination and the execution of programmes within the given time frame, all officials are required to submit reports to their seniors about their achievements periodically.

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examining the reports, officers at high levels can exercise control over the execution of programmes. Therefore, implementation followed by execution is mainly the responsibility of the bureaucracy. 3.4.3

Delegated Legislation Delegated legislation is also known as executive legislation or subordinate legislation. Delegated Legislation as a phenomenon has increased the role of civil servants. This is a quasi-legislative function performed by the civil service. Due to lack of time, pressure work, and increased complexities of legislation, the legislature makes laws in skeleton form (broad outline and delegates power to the executive to fill in the details. Thus, civil servants make the sub-laws, and rules regulations, but within the limits of the parent law enacted by the legislature. The practice of delegated legislation can be observed in most developing societies.
58 3.4.4 Administrative Adjudication This is a quasi-judicial function performed by the civil service. The civil servants settle disputes between the citizens and the state. For this purpose, the Administrative Tribunal with civil servants as judges is established.Some of the examples of such tribunals inIndia are Income Tax Appellate Tribunal, Industrial Tribunals, and Railway Rates Tribunals. These tribunals function outside the ordinary court system. They are maintained by the civil servants and they actively facilitate the judicial process in a developing society like India. In addition to the above, the civil service also performs the following functions. a) Administrative planning b) Administration of public enterprises c) Assisting the ministers in fulfilling their responsibilities towards the parliament and its committee d) Handling financial operations of the state. e) Reforming and improving administration through Organisation and Methods. f) Public Relations 3.5 RED TAPISM Red Tapism is the practice of requiring excessive paperwork and tedious procedures before social action can be considered or completed.It also refers to official rules and processes that seem unnecessary and delay results.It includes unnecessary paperwork, obtaining licenses, having multiple people orcommittees approve a decision, and various low-level rules that make conducting one's affairs slower, and more difficult. Red tape indeed negatively neglects citizen satisfaction. Citizens remain dissatisfied due to delayed government processing and the cost associated with it. Most of the time citizen's problems remain unresolved due to red tapism, leading to a sense of loss of trust in the government's process.Due to Red tapism, variable enforcement of contracts and delayed administration lead to delayed justice, especially for the poor. What is observed is that the burden of red taperequirements prevents many to enjoy their rights due to delayed governance and delayed distribution of welfare measures. For example, delayed wage payments under MGNREGA impact timely benefits to the poor. Likewise, it breeds corruption and lowers the growth of speedy and efficient transactions of a business in an organisation. According to the World Bank study, the higher the level of red-tapism, the higher the level of corruption is observed. 3.6 MALADIES OF BUREAUCRACY Bureaucracy has both negative and positive connotations. On the one hand, the practice of bureaucracy leads to efficiency while at the same time the role and power of bureaucracy have enormously increased in modern states which have a welfare orientation. It has come to play an important role in the legislative and judicial spheres, in addition to its traditional role in the administration. This increased role and concentration of powers in the hands of bureaucracy have been criticised by eminent critics. The critics argue that bureaucracy is an ailment of organisation. It gives rise to certain tendencies which may act as a hindrance in its very performance.Bureaucratisation

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results in an emphasis on routine and detail leading to redtape (delay) and giving rise to complaints of unresponsiveness of the bureaucracy to the people.

For example, hierarchy discourages initiatives and divides the organisation into layers, which not only leads to red-tapism but also inefficiency. It is often criticised as having a detrimental influence on the performance

59 and behaviour of civil servants. Arrogance, self-satisfaction, obsession with rules and routine, rigidity, indifference to democratic processes, and ignoring the human element in administrative behviour are other maladies. Other criticisms of bureaucracy are that it is unresponsive to popular demands and desires, undue formalism, self-aggrandisement,empire building, conservatism, etc. In 1955, Parkison propounded a law explaining the expansion of civil service. He viewed that bureaucracy is self-perpetuatingin the sense that the number of civil servants tends to increase day by day in number, irrespective of the workload. The reason for this phenomenon, according to Parkinson, is that the 'officials make work for each other". Thus, Bureaucracy has the tendency to multiply its work and creates new jobs for itself. However, as mentioned before, bureaucracy has a positive dimension. It has made public administration more efficient, specialized, rational, predictable, accountable, and impersonal. It is rightly said by Herbert Simon, the leading advocate of Decision-Making Theory that, "Bureaucracy is the price of parliamentary democracy". 3.7 CONCLUSION There is no denying that an effective, efficient, flexible, and responsive bureaucracy is a requisite to good governance. The competence of bureaucracy at all levels determines the performance and efficacy of an administrative system. They should be bold, honest, and assertive in the discharge of their responsibilities. They should not hesitate to give the right advice to the political authority no matter whether they accept it or not.As seen, the bureaucracy participates not only in policy formulation but also functions as a channel of communication and a repository of information as a group of specialists and as an impartial adviser. Likewise, what is needed against the backdrop of ailments of bureaucracy and public policy is an accurate diagnosis of the present situation and possible trends, a clear definition of the objectives of state policy, and a setof possible alternative courses of action, with an estimate of their costs and benefits.The bureaucracy should not only identify and anticipate present- day needs andfuture trends but it should also contribute to reshaping the environment. It must be stressed that effective long-termpolicy prescription and implementation require a constructive and cooperative effort on the part of the political and bureaucratic leadership to provide the necessaryinstitutional mechanism and personnel specialization within the folds of political parties and governmental organisations. Thus, we can conclude by saying that the role of the state and its bureaucracy in bringing about economic, social, and political development is therefore expanding and has become important. 3.8 SUMMARY ? Bureaucracy plays an extremely important role in the day-to-day administration of the state. ? The role of bureaucracy in the formulation and implementation of public policy is imperative. ? It is a driving force in developing countries. ? Red-Tapism is an important concept in understanding bureaucracy. ? There are several maladies of bureaucracy that needs to be checked.
60 3.9 MODEL QUESTIONS 3.9.1 Long Answer Type 1) Write is the role of Bureaucracy in a state. 2) Critically evaluatethe problems of bureaucratization and its maladies. 3) What role does Bureaucracy play in developing societies? 4) Explain the concept of Public Policy 3.9.2 Short Answer Type 1) What is the role of bureaucracy in a welfare state? 2) How is the bureauracy an agent of social change? 3) Briefly explain the role of bureaucracy in developing societies. 4) Briefly explain Parkinson's Law concerning its role in the bureaucracy. 5) What do you understand by Public Policy? 6) Explain the role of Red Tapism in bureaucracy. 3.10 KEYWORDS Maladies: Ailments Parkinson: C. Northcote Parkinson was a naval historian and author. He is most notable for formulating the famous Parkinson's Law Red Tape: official routine or procedure marked by excessive complexity which results in delay. Self-aggrandisement: Increasing one's power, rank, or wealth. 3.11 REFERENCES Chakrabarty, B., & Chand, P. (2012). Public Administration in a Globalizing World. Sage Publication.
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UNIT 4: NEUTRAL VS. COMMITTED BUREAUCRACY Structure 4.0 Learning Objectives 4.1 Introduction 4.2 Neutral Bureaucracy 4.3 Committed Bureaucracy 4.4Analysing Neutrality and Commitment 4.5 Neutrality and Civil Service in India 4.6 Anonytimy 4.7 Suggestions for a Neutral Bureaucracy 4.8
Conclusion 4.9 Summary 4.10 Keywords 4.11Model Questions 4.12 References 4.0
LEARNING OBJECTIVES After studying the unit, you should be able to: ? Explain the

differences between neutral and committed bureaucracy. ? Merits and demerits ofneutral and committed Bureaucracy in India. ? Need for a neutral bureaucracy in India. 4.1 INTRODUCTION In recent times there have been debates about whether the bureaucracy is neutral or not. Neutrality and accountability go hand in hand, however, the involvement of bureaucracy in politics and its lack of anonymity has become a controversial issue in the context of public administration in particular andthe state in general. Ideological differences and conflicts of opinions areinevitable in an organistation. In this scenario, the bureaucrats are supposed to maintain their neutrality. However, there is an opposite view, as the top-level civil servants are disregarding their role as neutral facilitators of the machinery of administration. On the contrary, they are very "power hungry" and to satisfy their hunger and achieve selfish interests, they participate in politics. Neutrality and commitment can go together, and indeed reinforce each other if properly oriented, they can also become antithetical if not so oriented. Thus, if the bureaucrats become
62 committed to one political party, they cannot remain neutral. We shall examine the areas of conflict between the two and understand the aspects of neutrality and commitment. 4.2 NEUTRALBUREAUCRACY The state of not supporting or helping either side in a conflict, or disagreement, and maintaining impartiality is called neutrality. In the context of public administration, neutrality refers to political neutrality or non-partisanship. It indicates that you are not owned or linked with any one group, party, or cause.The significance of neutrality of the bureaucracy in the modem democratic state is of great significance. neutral bureaucracy comprises three important preconditions of cultural or class congruence between the ruling political group and the administrative elite, the absence of any fundamental disagreement over societal core values, and the presence of a shared belief system. The concept of neutrality has various implications such as public confidence in the non- political character of public service, the

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confidence of ministers belonging to any political party in the loyalty of the permanent subordinates, and high morale of public servants based on the confidence that promotion would be made not based on political considerations but merit.

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Moreover, neutrality is a state of mind and there can be no effective law to ensure it.

The neutrality of bureaucracy is a characteristic feature of the Weberian ideal type. Neutrality impliesneutrality between classes, neutrality between cultural groups, and neutrality between political parties. 4.2.1 Neutrality between Classes As we know that

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society is made up of various classes such as landlords, capitalists, traders, farmers,and workers. The government is expected to take care of the interests of each one of them, and to allocate resources to them justly.

In this regard,

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the bureaucracy is the government's main instrument and must be neutral between classes if justice is to be done

and fair distribution of goods is to be ensured. Justice between classes is difficult to achieve because theinterests of the bureauracy often conflict. For instance,

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if a manufacturer pays higher wages to his workers, his profits get reduced to that extent. Similarly, if a landlord gives a higher share of the crop to his tenant farmers, he suffers a loss. It is precisely because of such conflict that neutrality between the classes is difficult to achieve. It is only if the government and the bureaucracy are seen to be neutral that the conflict can be kept within limits and peace maintained. If, however, a class has the feeling that injustice is being done to it, they may resort to violence. Thus, disputes between capitalists and workers result in tension or strikes, sometimes there is even violence and bloodshed. Hence the neutrality of the bureaucracy, which is the main instrument of the government, is essential for the maintenance of social order. If we take the example of India the conflict between classes is greater than in other developed nations. This is because there are greater disparities in developing countries. Thus while a few are very rich, millions continue to starve. What is more, those who are poor also lackeducation, social status, and political power. In other words. the poor often do not even know how to improve their condition, and even if they try, the richer and more powerful sections often thwart their efforts.

This can have an adverse effect.

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The neutrality of the bureaucracy is important also because of its role in helping to bring about development. The government provides loans, subsidies, tax concessions, raw materials (such as steel and cement), and inputs (such as coal, electricity, fertiliser, and seeds) to industrialists and farmers. The classes of big industrialists and big farmers have a lot of political and economic power and, therefore, tend to monopolise these gains. However, development requires that small industries and small farms should also prosper since they are 63 large in number and

so they make a

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substantial contribution to the national product. Justice also requires that they should not be ignored. Hence it is important that the bureaucracy, which distributes these facilities,

carry out its functions impartially and justly. In other words, just support for

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small industrialists and farmers requires that the bureaucracy should not be influenced by the power of the big industrialists, big farmers, and landlords.

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Another problem relates to the influence of interest groups. A department that serves a certain interest is, with time, likely to become identified with it. It has to come into close and continuous touch with persons having this interest, and it often has to function as the advocate of this interest. Thus, the department of agriculture has to serve farmers by providing various facilities and has to obtain funds for this purpose. In this process, the farmers' lobby and the department of agriculture are likely to become mutually supportive. If

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interests of farmers and industrialists clash, as they often do, the department of agriculture is likely to take the side of the farmers. Hence such specialised agencies are in danger of losing their neutrality.

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In developing countries like India, it tends to arise mainly concerning agencies dealing with powerful interests, like those of big' industrialists and big farmers. The solution to it lies in the development of organisationsforthe weaker sections of society. Efforts are now being made in India to help landless labour to organise itself. Similarly, if various interests organise themselves, and demand better political control over the bureaucracy, to ensure its responsibility and accountability, it is likely to remain moreneutral also. 4.2.2 Neutrality between Cultural Groups Our society consists of groups based on religion, caste, language, and region. While all these groups have many common interests, they also come into conflict to some extent. The Blacks have remained poor and exploited. In the USSR also there have been ethnic conflicts, for example between Armenians and Azeris.

Likewise, The Rohingya migrants are subject to harsh treatment by the authorities of Myanmar. The bureaucracy in this regard

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is required to hold the balance between the various groups. Hence it must be neutral between them. Since the conflict between cultural groups is generally greater in developing countries, the significance of the bureaucracy's neutrality is also greater in these countries. The way to the achievement of such neutrality, and also to the general reduction of conflict between cultural groups, lies through better education. If the attitudes of the people can be changed through education so that they come to regard themselves more as belonging to the Indian nation than to a particular group based upon religion, caste, language, or region, the conflict between groups can be reduced. Members of the higher bureaucracy are recruited mostly from among those who have received higher liberal education.

As it is widely accepted that liberal education broadens the mental horizon, therefore the

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members of the higher bureaucracy should be among the most broad-minded people in the society, and hence neutral between cultural groups.

The

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conscious effort at improving the quality of education can further help to modernise the attitudes of the bureaucracy leading to even greater neutrality. The conflict between cultural groups is often accentuated

by socio-economic factors. It has been generally accepted that the

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Muslims in India have generally been poorer than Hindus. Most Sikhs in Punjab have a rural background, while most Hindus have an urban one. Members of the scheduled castes all over India are generally poorer and have a lower social status than others. Many of them are landless

labourers. The conflict between cultural groups can be reduced by

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narrowing the disparities between them. One of the effects of such disparities is that a cultural group having a lower social and economic status has a lower representation in the bureaucracy also. Such a bureaucracy, with

a

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higher representation of certain groups than others, is often not perceived as being neutral. Hence the reduction of socio-economic disparities between cultural groups will not only reduce conflict between 64 them but also make for a more representative and neutral bureaucracy. Programmes aiming at poverty removal (such as the Integrated Rural Development Programme

and MGNRGA), better health and education services, and loans to smallfarmers and industrialists, constitute part of the government's

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effort to reduce disparities. Further, if a cultural group suffers from poverty and exploitation and is unable to find adequate representation in the bureaucracy, special measures are taken to help it in getting such representation. Thus, some universities and state institutes run special courses for preparing those belonging to weaker sections for competitive examinations for entry into the bureaucracy. The Constitution of India

to tackle this issue permits the

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reservation of posts in the bureaucracy for any backward class of citizens under Article 16(4). Under this provision,

Scheduled Caste reservation for civil service exam constitutes 15%, 7.5% for Scheduled Tribe, 27% for Other Backward Classes (OBC), 10% for Economically Weaker Sections (EWS), and 4% for Persons with Benchmark Disabilities.

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These measures are able to help in having a more representative and more neutral bureaucracy. 4.2.3 Neutrality between Political Parties Competition between political parties is an essential characteristic of a democracy. If there is only one party, the voter can hardly exercise higher choice. Democracy becomes meaningful only if the voter can choose between candidates of different parties. The exercise of choice by voters at general elections results in the formation of the government by one of the contending parties. Every party that fights an election puts forward its manifesto before the people. If it wins, it is rightly concludedthat the people have approved of its manifesto, indeed, it is said that the manifesto now becomes the mandate, or command, of the people to the new government. This mandate consists of policies that the people have approved. Fulfillment of the wishes of the people requires the implementation of these policies. The main instrument of the government for the implementation of its policies is the bureaucracy. Hence it is important that the bureaucracy should be neutral

between parties and only

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such neutrality alone can ensure the fulfillment of the wishes of the people. While the neutrality of the bureaucracy is accepted as an ideal, many problems arise in practice and come in the way of the fulfillment of this ideal. One such problem has been the spoils system,

in which the winning party appoints its followers or supporters to different positions in the bureaucracy. This phenomenon paves the way for patronage bureaucracy. Such a bureaucracy,natural and efficiency merit, andefficiency. Since a new government, formed by

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another party, throws out the supporters of the party earlier in power, the bureaucracy also tends to lack permanence, knowledge gained from experience in the service, and the motivation that the career system might have provided.

Another problem that

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tends to interfere with the neutrality of the bureaucracy between political parties is the development of loyalty toward the politicians in power. Members of the bureaucracy who have been selected impartially by a Civil Service Commission, can later, in the course of their career, shed their neutrality and become aligned with the party, or the individuals, in power. 4.3

COMMITTED BUREAUCRACY Commitment means being dedicated to a particular cause or work. In a democratic set-up, it is the legislators that are elected by the citizens and they are responsible for making laws and policies; while bureaucrats are responsible for the implementation of the same laws and policies. The transformation of society is possible only when programs and schemes launched by the government are effectively and timely implemented at the local level. The term committed bureaucracy originated in the United States during the period of The Great Depression when the American president wanted to accelerate the pace of development
65 through bureaucracy and which he did by forcing the bureaucracy to implement the New Deal measures. AsMax Weber puts it,

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the main characteristics of a bureaucracy are hierarchy, division of labour, specialisation, rules, and impersonality. All these factors make for efficiency. At the same time, however, a bureaucracy suffers from alienation.

Like, Karl Marx says that

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the members of bureaucracy suffer from loss of freedom, creativity, humanity, and morality.

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Other writers have also pointed out the disadvantages, or dysfunctions, of bureaucracy.Thus, bureaucratic control over officials requires that they should strictly follow rules. Hence the problem is how to maintain efficiency while reducing alienation or the dysfunctions of bureaucracy. The solution to this problem lies mainly in improving the commitment of its members. In other words, the bad effects of bureaucratic controls can to some extent be reduced if the employees are imbued with dedication. Dedication or commitment is required also because the employees have constantly to deal with complex problems, many of which are new.

Effective and timely implementation can be ensured by the committed bureaucrats only.

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Dedication or commitment is required also because the bureaucrats have constantly to deal with complex problems, many of which are new. It is a mistake to think that all bureaucratic activity is routine and monotonous. Developmental activity in particular requires forecasting, planning, risk bearing, breaking new ground, and experimentation. Hence, innovations have to be made all the time. The making of innovations, or creativity, requires emotional commitment.

It is due to these reasons that in recent years the term “committed bureaucracy” has received wide circulation and the top political executives (president, prime minister, etc.) of different countries are seriously thinking about employing bureaucracy for development and this could not be done if bureaucracy’s loyalty exists somewhere. The bureaucrats are found to be committed to values and objectives. They serve the people with commitment and adhere to their professions. 4.3.1

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Commitment to Values and Objectives Of our various commitments, the most important is the commitment to values. In the ethical sense, values are ends in themselves

as they are sought for their own sake. The most important

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of our values are what are called human values, that

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those values that are sought in all places and times. Examples of human values are truth, compassion, honesty, and courage. While human values are universally sought, there are some values to which importance is attached in only some countries

whichwe call it

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national values. Important human and national values may be mentioned in a nation's Constitution also.

It is no surprise that the four cardinal values of Justice, Liberty, Equality, and Fraternity

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are mentioned in the preamble to India's Constitution. These may be called human values since in no age or place has their desirability been questioned. Then there are the values of nationalism, democracy, socialism, and secularism which may be called India's national or Constitutional values since they find explicit or implicit support in the Constitution. While it is expected that everyone everywhere will attach great importance to human values, citizens of India are, in addition, expected to seek to fulfill the national or Constitutional values. The bureaucracy is expected to attach even greater importance to both these sets of values than ordinary citizens. The bureaucracy acts on behalf of the state or government. If the state and government are to

bring about reforms then the bureaucracy must show respect for

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human values. Again, since the constitution lays down the fundamental principles according to which the state is governed, the bureaucracy, as the agent of the state and the government, must accord the highest importance to all the values enshrined in the Constitution. 66 Apart from human and constitutional values, the bureaucracy must also be committed to national objectives. Some of these may be so important as to be mentioned in the Constitution, while others are stated in laws. Thus, Part IV of the Indian Constitution, entitled "Directive Principles of State Policy" mentions objectives such as securing just and humane conditions of work, securing a living wage, provision of free and compulsory education for all children, and the protection of Scheduled Castes and Tribes from social injustice and exploitation. However, the Constitution mentions only a few, paramount, objectives, most other national objectives are stated in laws. It is through the demands of interest groups

that

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they are presented to the people for their approval through the manifestos of political parties at election time and they are adopted as national objectives after their inclusion in-laws.

Every act of the legislature contains such adeclaration of the objectivesand once they
are enshrined in the Constitution, it becomes the duty of the bureaucracy to faithfully fulfill them by implementing the law. The commitment of the bureaucracy to the objectives stated in laws is thus essential for

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the performance of its duties. 4.3.2 Commitment to Service of the People The bureaucracy's important role in policy formulation and implementation gives it a lot of power, it participates in deciding who should get what, when, and how, and then goes ahead to enforce these decisions. In developing countries, particularly, the power of the bureaucracy is considerable since the other parts of the political system are weak. Hence while the civil servant is, ideally, expected to function as a "servant" of the people, in reality, he may turn out to be a master. In a developing country like India, this problem becomes worse due to

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heritage of the colonial past, when the civil servant used to be the symbol and agent of the foreign power. After independence also, a cultural and social chasm continued to exist between the mostly non-literate and poor people and the higher bureaucrat who often dresses, speaks, and even thinks, like

that a colonial master.

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In a democracy, however, the people are expected to exercise real power, and the bureaucracy is expected to remain under the control of the elected politicians, and serve the people. Hence the commitment to providing service to the people is essential for the proper performance of the bureaucracy's role. The bureaucracy's power, derived from its role in policy formulation and implementation, is used also for fulfilling its interests. In developing countries, the bureaucracy is very powerful, the result often is that the bureaucracy tends to fulfill its interest even at the cost of the interests of the people. Thus, the extra profit (benefits apart from salary) remains high in most public undertakings in India even if they lack effectiveness and run at a loss. High officials play

an important

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role in the determination of their emoluments, and try to protect their interests by maintaining the emoluments at a high level. Service of the people requires that where there is a conflict between their interests and those of the people, they should give priority to the people's interests. 4.3.3 Commitment to Profession A profession is a vocation or calling, especially one that involves some branch of science or advanced learning. Nowadays Public Administration requires persons belonging to almost all the professions, such as doctors, engineers, lawyers, teachers, scientists, managers, and accountants. Obtaining professional qualifications requires long and arduous preparation on their part. They are considered to have specialised knowledge and excellence and hence have high prestige. Since their contribution to society comes from their specialised knowledge, it becomes their duty to keep abreast of the developments in their field of specialisation. They must also maintain the expected standard of performance. Thus, university

teachers must continue

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to read the latest publications. These are the requirements of their commitment to teaching as a profession. Similarly, other professionals must also continually update their knowledge and skill and maintain the expected standard of performance through practice. 67 The duties associated with every profession required, not only knowledge and skill but also moral dedication. Hence

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commitment to a profession involves adherence to its ethics and etiquette. Thus, the ethics of the medical profession require that a doctor should attend to a patient even at the risk of infection to himself, its etiquette requires that he should not disclose information confided to him by his patients. Similarly, every profession has its ethics and etiquette.

Now, when a professional joins the bureaucracy, he or she must

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continue to remain committed to the ethics and the etiquette of the higher profession, in addition to a higher commitment to the objectives

ofthe organisation.

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For example, if a specialist in clinical medicine becomes the director of a medical institute. He or she should not allow the new status to interfere with higher duty toward the patients. A higherposition may also provide him

or

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her with opportunities for selfish gain at the cost of clients. Thus, a specialist in a medical institute may be pressurised for recommending some costly and inferior equipment for purchase. 4.4

ANALYSING

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NEUTRALITY AND COMMITMENT In recent years there has been a lot of discussion in India about the nature of neutrality and commitment, and particularly, whether the bureaucracy can have the two qualities at the same time. If commitment is taken to mean a commitment to a particular political party or its leaders, it becomes antithetical to neutrality. However, commitment to human and constitutional values and national objectives, to service of the people, and professional ethics and etiquette, are not antithetical to neutrality between classes, cultural groups, and political parties. Indeed, commitment and neutrality reinforce each other if they are of the right type. This commitment to the human value of compassion and the constitutional value of fraternity is likely to induce neutrality between classes and cultural groups respectively. Similarly, commitment to national objectives is likely to induce neutrality between political parties. Hence the effort should be to induce commitment and neutrality of the right kind. Inculcation of desirable attitudes in the bureaucracy requires attention to all aspects of personnel administration. At the time of recruitment and selection of candidates, it should be ensured that they have received the right kind of socialisation and education in the family and school. The competitive examination for selection can include tests of attitudes towards human and constitutional values and national objectives on the one hand, and towards classes, cultural groups and parties on the other. Such tests can indicate whether the candidate has properly benefited from

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liberal education and has a broad mental outlook, or has merely committed materials to memory for passing examinations. After entry, desired attitudes of neutrality and commitment can be inculcated in the members of the bureaucracy through training.Various incentives, such as desired posting, visits abroad, and quicker promotion, can be provided for motivating employees to develop the right attitudes. Finally, control

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the political executive and the legislature can ensure that they do not deviate from the norms. Institutions like the Public Service Commission, Courts, and Administrative Tribunals should ensure that the exercise of control by political authorities is done fairly and justly. Further, in a democracy, the people have the right and the duty to see that all institutions function properly. Special agencies and methods of recruitment can be used for important areas requiring a high degree of both neutrality and commitment. One such special agency already in use is the autonomous university. Higher education and research constitute an area in which commitment and neutrality are both of great importance. If commitment is not there,

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pursuit of knowledge lacks excellence; if neutrality is not there education becomes merely 68 indoctrination. The autonomous university aims at achieving both; it also retains the main advantage of bureaucratisation, namely efficiency, while avoiding the dysfunctions flowing from bureaucratisation due to its autonomy. Max Weber has noted that staff members of a university constitute a bureaucracy. The characteristics of hierarchy, division of labour, specialisation, rules, and impersonality are to be found in a university also, and hence it has the efficiency flowing from these factors. At the same time, its autonomy permits its staff members to remain committed as well as neutral, since the rules of conduct applicable to government servants do not apply to the employees of a university. 4.5

NEUTRALITY ANDCIVIL SERVICE IN INDIA The issue of neutrality is one of the important challenges faced by civil servants in India. The notion of neutrality implies the

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absence of any political activity or bias on the part of

an individual civil servant in the performance of his duties. As mentioned earlier,

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neutrality means acceptance of the discipline of working without reservation

the state of not supporting or helping either side in a conflict, or disagreement and maintaining impartiality. If any administrator shows an inclination towards a particular party or adherence to a particular ideology, he would experience difficulty in working when another party with a different ideology comes into office. Indian Civil Service is not neutral but deeply intertwined in politics. Several renowned civil servants such as John Mathai, C.D. Deshmukh, K. R. Narayanan, Krishna Kumar, Yashwant Sinha, M. G. K. Menon, Raja Ramana, Mani Shankar Iyer, T. N. Chaturvedi and Manmohan Singh, former Union Finance Minister and former Prime Minister of India, have joined different political parties. Indian Civil Service has been working with

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the politicians of the party in power at the Centre or at the State level.

Bureaucrats have projected and defended their group interests with the help of politicians by supplying secret files to them whenever necessary. Not only this, but they also get international posts after retirement. The desire to stick to rules is in the minds of Government servants. But it cannot override the considerations of promotion. During the seventies, the concept of 'neutrality' was replaced by 'committed civil service. Commitment to a new and economic order has to be consciously built and nurtured through the careers of civil Servants. Mrs. Indira Gandhi and hercabinet talked of committed bureaucracy and even to the duties and obligationsof the civil service or the judiciary not to the country but solely to the government of the day. Mrs. Gandhi said making committed civil service meant 'committed to several policies and a popularly elected government without being committed to the policies of the party in power. However, these views of Mrs. Gandhi were vehemently criticised by all shades of people and it was said that the civil servants should be committed to their duties and the society which they are supposed to serve. Social commitment rather than political commitment is imperative in modern times. Thus, it appears that the concept of 'neutrality' faces a hard knock in the conditions prevailing in a developing nation like India. But, for a parliamentary democracy political neutrality is indispensable. It is all the more necessary for India because ministerial changes are frequent in the Indian states; and after 1977, even at the Centre. In the absence of neutrality, the civil service will develop cleavages,factionalism and percolate the belief that some would be promoted and some others would be penalised due to their political bias. 4.6 ANONYMITY: The principles of neutrality and anonymity of civil servants go hand in hand. They are complementary to each other. The principle of neutrality of civil servants implies that they will be politically neutral, they will not be members of any political party nor will they

69 canvass for it at the time of the election, except for exercising their right to vote, and they will implement the policies of the party in power at a particular time as per rules and regulations in terms of the law enacted by the legislature in a non-partisan, impartial and unbiased manner. All policy decisions are taken by the political executive and the civil servants are obliged to execute them without any personal involvement. The principle of anonymity flows directly from the doctrine of ministerial responsibility, which is a feature of the parliamentary government as is prevalent in England and India. According to the concept of ministerial responsibility, a Minister-in-Charge of a department is responsible for the actsof commission and omission of the civil servants subordinate to him. A civil servant cannot be criticised on the floor of the house by name as he cannot be present in the house and address it to defend himself. It is, therefore, theresponsibility of the minister concerned to defend him in the Legislature as also before the general public. If the minister is unable to defend the civil servant, he may be obliged to resign. Therefore, Civil servants are to act accordingly to the policies of their ministers, impersonally and impartially. This impersonal exercise of power means that their names are not to be involved in any decision. They are to take decisions on a particular matter strictly according to the rules and regulations. 4.7 SUGGESTIONS FOR A NEUTRAL BUREAUCRACY The civil servants must observe neutrality in the implementation of policies and programmes of the party in power. They should not be biased but should be ready to cooperate if some new party comes in power. They should not identify themselves with the political programmes of a particular party. The bureaucracy has to protect the very state of which it is a part, from being disrupted or being undermined by the disquieting elements of civil society. Neutrality depicts that public officials are not slaves to either the politicians or any other authority other than the moral authority of the Constitution. It shows that the principle of neutrality implies a measure of independence both from the partisan interests of the government of the day and the exogenous agenda that prompts certain social groups to cow others down to humiliating vulnerability. Bureaucracy should be neutral in terms of ideology and politics. So that there will not be an affinity to a particular class or ideology. Most importantly, it also suggests that even in the post-retirement period, public officials could make significant interventions for more noble purposes underlying the good society even without joining a particular brand of formal politics that has scant regard for constitutional principles such as freedom from fear and human dignity. For a genuine public official, commitment to constitutional principles is not only a lifelong project but, more importantly, it can be carried out without any political or ideological mediation.

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Special agencies and methods of recruitment can be used for important areas requiring ahigh degree of both neutrality and commitment. One such special agency already in use is the autonomous university. Higher education and research constitute an area in which commitment and neutrality are both of great importance.

First, the bureaucracy has to protect the very state of which it is a part, from being disrupted or undermined by the disquieting elements of civil society. Second, the bureaucracy has to prevent the disruptive efforts of a society that is ridden with caste and patriarchal consciousness. Bureaucracy has to intervene in public life to see to it that society does not

70 degenerate into aggressive obscurantism. The formative conditions to perform these twin tasks involve public officials' moral capacity to resist anti-constitutional interests that the government of the day may try to push. Thus, the neutrality principle has a moral function to prevent public officials from becoming slaves to the government of the day. All these recommendations are relevant even today, and they should be followed properly. As the relationship between the political and the permanent executive has grown into complexity, it is, therefore, necessary that both the minister and the secretary should try to know and understand their respective heads and must not try to dominate each other. If some controversy arises, that should be solved through discussions, mutual trust, and confidence. In a democratic setup like in India for example, they should go hand in hand with the service of the country. They should work together while keeping in view their respective status and dignity. It is desired that they should be sincere, dedicated, and committed to their roles and should not evade responsibility. 4.8 CONCLUSION As we have mentioned before that neutrality and commitment can go together, and. They reinforce each other if properly oriented. An integration of neutrality and commitment of the bureaucracycan serve the purpose and achieve the goals of national integration and development of a nation-state. Undeniably, the commitment of bureaucracy to the national values of Justice, Liberty, Equality, Fraternity, and principles of nationalism, and democracy remainsunparalleled.It is important to check the maladies of bureaucracy to shred their allegiance of parochial political objectives. It may act as a hindrance in the process of development. Therefore, in order to consolidate and bridge the gap between the two aspects, one must examine the bureaucracy objectively. 4.9 SUMMARY ? In recent times, the debate between neutral and committed bureaucrats hasemerged at the forefront of public administration. ? Neutrality can be observed through various factors. ? Committed bureaucracy remains firm to certain values, objectives, and professions. ? The issue of neutrality is an important challenge faced by civil servants in a developing country like India. ? An integration of both neutrality and commitment is the need of the hour. ? A neutral bureaucracy is the desired objective in developing societies. 4.10KEYWORDS Spoils System:A system which originated in USA. It is also called patronage system and a practice in which the political party winning an election rewards its campaign workers and other active supporters by appointment to government posts and with other favours. The Great Depression: The Great Depression was a severe worldwide economic depression between 1929 and 1939 that began after a major fall in stock prices in the United States.

71 Directive Principles of State Policy: Guidelines or principles given to the institutes for governing India and are provided Part IV of the Constitution of India. Ethics:The study of what is right and wrong in human behaviour. 4.11 QUESTIONS 4.10.1 Long Answer Type 1. Analayse the debate between neural and committed bureaucracy. 2. What are the various dimensions of neutral bureaucracy? 3. How is committed bureaucracy ensured in an organistaion. Explain. 4. How can we ensure of neutrality of bureaucrats. Explain 4.10.2 Short Answer Type 1. What is the meaning of anonymity? 2. Write a brief note on the neutrality of civil servants in India. 3. What is the meaning of committed bureaucracy? 4. What is the meaning of neutrality? 5. What are the ill effects of committed bureaucracy? 6. How should the bureaucracy be neutral towards ideology and politics? 4.12REFERENCES Bhattacharya, M. (2008). New Horizons of Public Administration. Jawahar Publishers and Distributors. Singh, N., & Sachdeva, P. (1989). Public Administration in India: Theory and Practice. Sterling Publishers. Singh, R., Gour, M, K., (1978). Neutrality and Commitment: A Futile Debate. The Indian Journal of Political Science, 39. Arora, K, S. Political Policy and the future of Bureaucracy. Indian Journal of Public Administration, Vol. 18. UNIT: 5 TECHNOCRATS VS. BUREAUCRATS Structure 5.0 Learning Objectives 5.1 Introduction 5.2 Technocrat 5.3 Bureaucrat 5.4Controversy and Areas of Conflict 5.5 Suggestions and Remedies 5.6
Conclusion 5.7 Summary 5.8 Keywords

72 5.9 Model Questions 5.10 References 5.0
LEARNING OBJECTIVES After studying the unit, you should be able to: ? Explain the
meaning of technocrats and bureaucrats ? Describe the controversy between the two. ? Importance of both technocrats and bureaucrats. ? Ways to overcome the conflict between the two. 5.1 INTRODUCTION The fight between technocracy and bureaucracy has been in existence ever since the inception of these terms. The Technocrats and Bureaucrats who are commonly characterised as 'Specialists' and 'Generalists' respectively are found in every administrative system but bureaucrats are at the 'top' and specialists or the technocrats are at the 'tap', and this causes jealousy in technocrats. The technocrat and bureaucrat controversy

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is one of the important problems of public administration. The problem has acquired new dimensions due to the vital role of

ever-increasing importance being played by science and technology in all walks of life. In the forties or fifties, no one thought about the department of space or ocean development or atomic energy or communication technology, such as fax, the Internet, the computer revolution, etc. In this regard, our scientists and technologists have won laurels for the successfulconduct of nuclear tests at Pokhran on 11 and 13 May 1998. Likewise, their expertise and skills can be reflected in policy formulations as well. Therefore, the role of specialists or technocrats in administration has acquired immense significance. The problem of law and order has also acquired a new dimension due to the invention of several kinds of rifles, missiles, and chemical weapons. As a result,attempts have been made to define the roles of technocrats and bureaucrats in many countries.We shall propose to define both the terms and we would examine the arguments in favour of and against both. Lastly, we shall try to analyse the reasons for the conflict between the two. 5.2 TECHNOCRAT A technocrat is a scientist, engineer, or another expert who is one of a group of similar people who have political power as well as technical knowledge.A technocrat is also known as a 'Specialist'. He or She

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is generally a person who has special knowledge or skill in a specific field, for example. engineers, physicians, agriculturists, educationists, lawyers, etc.

He can be easily distinguished based on his or her education and training. They generally perform a job in which their specialist knowledge is required However, an

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expert or specialist is a relative term depending upon the context.

For example, a general medical practitioner is an expert concerning the patient but in comparison to a surgeon, a dentist, or a gynecologist, he or she is only a generalist. The Administrative Reforms Commission (ARC) has called for such specialised services where officers have to specialise after joining the service. For example, the officers joining services like Income Tax, Audit and Accounts, Defence Accounts, etc. do not require any specialised degree at the time of entry. However, over some period in their services, they tend to specialise in their particular fields. The Civil Service Committee of Britain (1966-68), popularly known as the Fulton Committee used the term 'specialist' for those whose career provides

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opportunities for the exercise of their qualifications and specialist skills. This category includes engineers, draughtsmen, technicians, and so on. Some of these, such as doctors and engineers, have acquired

the
73 professionalism of specialists through recognised training outside their service. Others such as technicians

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and draughtsmen may acquire and develop their skills after joining the service.

Since the technocrats are highly specialized in their field, they provide highly effective and pinpointed solutions to the problems faced in their field. Due to the immense amount of knowledge that they have amassed over the years, they have a different perspective on the problems of society.Examples of technocrats include Raghuram Rajan, who was the former Governor of The Reserve Bank of India, and E. Sreedharan, who is known as the Metro Man of India. 5.3 BUREAUCRAT A bureaucrat is an official in a government department, in particular one perceived as being concerned with procedural correctness at the expense of people's needs.A bureaucrat is

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a public servant who does not have a specialised background and is easily transferable to any department or branch of Government. He has also been defined as an administrator, who belongs to the managerial class and who is well versed with rules, regulations, and procedures of administration, and generally

performsfunctions of Planning, Organising, Directing, Staffing, Cooperating, Reporting, and Staffing in the words of Gulick. A bureaucrat is also known as a 'Generalist'. Generalists are said to be jack of all trades and masters of none. The Fulton Committee (1966-68) used the term 'administrators' for

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those members of the administrative and executive classes who are now treated

as, and regard themselves as, 'generalists'. The terms bureaucrats, civil servants, public servants, government servants, government servants, officials of

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government, officials, permanent executive, and non-political executive are used to describe all such persons who carry out the day-to-day administration of the state. The terms Bureaucrats and Civil Servants are popularly used as synonyms.

They areIAS officers and IRS officers in the case of India. 5.4CONTROVERSY AND AREAS OF CONFLICT In a developing country like India, the bureaucrats have been given superior positions in the

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administration. The policy formulation and the 'consideration' levels in the Central, as well as State Secretariat, are occupied by the bureaucrats, while positions in the field are filled by the

technocrats. To make the 'humiliation' still more apparent, the heads of executive agencies are appointed from amongst the
technocrats. For example, in the states of India, the Directors of Higher Education, Directors of Health, and Directors of Agriculture are IAS civil servants. At the district level, there is a generalist who is a Collector/DC,

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leading a team of technical district officers who are heads of technical departments. At the block level,

Block Development Officer (BDO) is the bureaucrat who leads a team of cooperative and veterinary services. The genesis of the 'generalist and specialist' and

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the 'bureaucrat and technocrat' controversy in India can largely be traced to the concept of 'nearness' or 'remoteness' from the area of top policy-making. It is more post-centered rather than person-oriented, and the tussle between the two is in reality for holding certain positions. The real debate should be around formulating a satisfactory and adequatestaffing policy or better still, evolving a progressive, constructive and objective-oriented,egalitarian personnel philosophy. 74

A very important

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aspect of controversy relates to the privileged position enjoyed by the IndianAdministrative Service due to

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high salary, better career prospects, and also its monopoly oftop administrative positions as posts of secretaries in the government departments; even the positionof heads of most executive departments are reserved for the bureaucrats.Career wise too, a member of the Indian Administrative Service after serving for about tenyears or so in a state administration, moves to the Central Secretariat and at times becomeseven the Secretary of a department or ministry. The technocrats feel that their position andstatus in the administrative hierarchy is not commensurate with the contribution they maketo the technological advancement of the country. They are being denied access to the policy-making powers is attributed to their being overshadowed by the

bureaucrats. In this regard, the specialists or the technocrats demand parity with IAS generalists and the bureaucracy in general,

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in matters of pay scales and service conditions, and access to administrative positions at the Secretariat so that they can contribute

to the policy formulation of the Government. They complain that during their school days bureaucratswere not brilliant students as compared to them but they enjoy more powers than technocrats due to their position at the Secretariat level. The problem is that the technocrats have to submit to the final decisions taken by the bureaucrats on issues that have an important bearing on their field of specialisation. This resulted in the conflict between the power of knowledge of experts and the power of the position of bureaucrats. Thus, the problem is more of power-sharingamong the administration

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The suitability of the bureaucratsfor all policy-making positions is questioned by technocratson the ground that the change in the functions of government in present times calls forcertain professionalism which is not possessed to such an extent by the generalists. Also, byreserving all senior managerial positions to the bureaucrats, especially to the IAS, the government is deprived of the expert advice and specialised knowledge of the specialists.However, it is generally argued by the bureaucrats that the field experience gained by them at the district and state levels in the initial years of their career helps them in the taskof decision-making. But thetechnocrats feel that this field experience is not sufficient todischarge themulti-varied tasks of the government which requires special or expertknowledge. And also, this sort of field experience is not just the prerogative of thegeneralists as it can be secured by the technocrats. For example, a doctor working in aPrimary Health Centre is exposed to all sorts of field problems as can be experienced by aDistrict Collector. This makes higher acquire certain administrative skills in addition tohigher technical competence. Another point of contention between the two comes from their beingorganised into separate hierarchies. This leads to situations where the expert advice renderedby the technocrats are submitted to thebureaucrats for higher approval. This is justified on theground that since technocrats tend to have a biased outlook tilted towards their specialty andsince policymaking needs to consider matters in totality, the bureaucrats are best suited to takethe final decision. This is due to technocrats being denied access to senior

administrativepositions.

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The bureaucracy often moves from one department to the other and at times to a public enterprise or even a semi-government institution. But the mobility of the technocrats isrestricted in the sense that they are transferred or promoted in the same department. The technocrats view the frequent movement of the bureaucrats as a hindrance in the way 75 ofacquiring adequate and in-depth knowledge in any one aspect of the department's work.Thus, the technocrats feel

that it may have a negative impact on proper policy making 5.4.1Arguments in favour of Technocrats The grievance of technocrats as mentioned before is the discrimination in pay and allowances as between the Indian Administrative Service (IAS) and their services and quick chances of promotion for the IAS.Therefore, now a new trend is emerging in the composition of higher civil services, that is, large numbers of professionals are now appearing for the civil services examinations. They are leaving medicine engineering and chartered accountancy positions to enter civil services. Technocrats complain that they are excluded from the top policy-making positions. Therefore, it would be pertinent to examine the arguments given in favour ofspecialists. Before independence, in colonial days the main functions of administration were maintenance of law and order,collection of taxes, and revenues. But now the tasks of administration have become very complex and cannot be properly performed by the bureaucrats alone. Therefore, technocrats should be given their due weightage in performing these jobs from the lowest to the highest levels.Technocrats feel that bureaucrats are not required to intervene between them and the Minister. They have better knowledge of their own field and can explain it better to the Minister. The bureaucrats do not understand the implications of the technical proposals and cause inordinate delays in the clearance of the project proposals submitted to them. The bureaucratshave to depend on the advice of the technocrats and in the absence of their expert advice/ knowledge are unable to take final decisions expeditiously. It is further cited that our Public Enterprises headed by bureaucrats have become the center of mismanagement and resulted in heavy financial losses. On the contrary, Dr. Homi Bhabha, who played a key role in India's Nuclear Program proved to be an administrator of great acumen. He built the Atomic Energy Commission, which isa very important organisation. In England, the Fulton Committee recommended a greater role for the technocrats in administration and observed that to meet the challenge of the scientific and technical developments, the specialists have to be given due place in the administration. The same arguments can be advanced in the case of technocrats in India. ARC recommended that the senior posts in functional areas should be held by thespecialists in those functional cadres. It further recommended that non-functional posts should be thrown open to all specialists and generalists. 5.4.1Arguments in favour of Bureaucrats Since

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it is the responsibility of the bureaucracy to carry out and implement the policies of thegovernment. Good policies and laws can serve their objectives only when these are efficiently implemented by civil servants.

The bureaucrats play a superior role in the day-to- day administration of the state. In India, Macaulay Report on Indian Civil Service (1854) followed the British tradition of the superior position of a generalist administrator propounded by the Northcote-Trevelyn Report (1853). The philosophy of these reports is that a person with liberal education and varied multifunctional experience is much better than a

76 specialist who has deep knowledge of a very narrow field. Therefore, bureaucratsoccupied superior positions in the Indian administration The important argument in favour of generalist civil service is that it has established contact with people in the administration ranging from the top to the grassroots level. This is a peculiar system in which generalist administrative service is organised as an All-India Service based on the permanent cadres of the State Governments. Officers of this service serve at the district level and come in contact with people at the lowest level. They are later transferred to the various positions in the State up to Secretariat and get the experience of the working of the State governments. Some of these officers are deputed to the Government of India to senior positions. Such a tenuresystem was introduced by Lord Curzon in which these officers used to serve in the Government of India for a fixed tenure and used to back to the State of their cadre. These officers serving at senior levels in the Government of India have the advantage of vast experience of working in the State Secretariat and in the field. This connects the entire system of administration from top level to grass root level. The knowledge and vision provided by this kind of experience cannot be equaled by the limited technical experience of the specialist. The administration in India has been based on the principle of area administration. Thus, the village, the block, the tehsil, the district, and the division continue to remain the units around which the administration at that level revolves. Each area requires a generalist administrator or a bureaucrat to perform manage rial functions such as planning, directing, and coordinating. Such a role can be performed by an experienced administrator successfully.A generalist secretary is in a much better position to tender correct and proper advice to his ministry because he usually has complete understanding of the total effect of various factors on a particular policy decision. Bureaucrats charge technocrats of being parochial and narrow-minded. They say that technocrats are prone less. According to Paul Appleby, 'the price of specialisation of every kind to display bias and a restricted view of matters. A specialist is one who knows more and more of less and parochialism. A generalist possesses broad vision and outlook and high thinking while a specialist does not possess all these qualities. It has also been said that it is wrong to call these professionals in their own field. To advise the political executive in their policy formulation functions are specialised tasks in themselves. Those whoperform these tasks have to develop professional expertise to become successful. The bureaucrats can in that sense be called administrative professionals. In any decision-making process, technical inputs form only a small part. Other matters like financial, administrative, legal, and political issues are of equal importance. A bureaucrat with a broad background of working in various departments is better suited to perform these jobs. Experience shows that when a technocrat is required to do the job of a bureaucrat, they lose both ways. Neither do they remain specialists, nor do they prove to be good bureaucrats. 5.5SUGGESTIONS AND REMEDIES Public Administration in the modern day requires an integration of both the technocrats and the bureaucrats to gain maximum efficiency. In every country, a middle way should be worked out to utilise the services of both technocrats and bureaucrats for nationaldevelopment. The good and well-meaning administrators could not deny the importance of technical considerations and expert services. Likewise, no good specialist should assume that his administrative colleague is an important bigot. Where the attitude is one of mutualunderstanding, public service benefits greatly. The disputes and areas of controversy between the two can be located and dealt with. So, several steps have to be taken to solve the problem.
77 A new trend of appointing technocrats to administrative positions is taking place.

94% **MATCHING BLOCK 222/319** **W**

Of late, certain measures have been taken in our country to induct technocrats into higher administrative positions at the Centre as well as in States.

For example, some time ago Education Secretary

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in the Union Ministry of Education was an educationist by profession, and the Secretary to the Scientific Affairs Department in the same ministry was an eminent scientist.

In some ministries, expert advisors have been appointed to take advantage of their expertise.

83%	MATCHING BLOCK 224/319	SA	HC 2.3 - Major Issues in Indian Administrative ... (D158855566)

Another method of giving a technocrat head of department ex-officio status of joint/additional/full Secretary to

the Government has been followed. The Railway Board
is a good example of such an arrangement. The members

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of the Board operate as heads of departments and are also ex-officio secretaries in the Railway Ministry. So is the case of the Department of Atomic Energy,

where the specialist has reached the top instead of the bureaucrat. It is headed by nuclear scientists

100%	MATCHING BLOCK 225/319	W

and so is the case with the Department of Science and Technology which has a scientist as a Secretary.

In the same way,

87%	MATCHING BLOCK 228/319	SA	HC 2.3 - Major Issues in Indian Administrative ... (D158855566)

the Rajasthan Government has appointed the Chief Engineer (PWD & BR) and the Director of Industries and Supplies ex-officio Additional Secretaries to the Government.

A

59%	MATCHING BLOCK 227/319	W

way to tackle this problem is to experiment with an integrated hierarchy in place of present'separate' and 'parallel' hierarchies. In separate hierarchies, the policy is determined by thebureaucratsand the function of the technocrats is to execute it. Whereas in a parallel hierarchy,each class has its parallel sub-hierarchy, and work between the two is coordinated byfrequent liaison. The organisation of technocrats andin separate hierarchies, withthe policy and financial aspects of the work reserved exclusively for bureaucrats, has certaindisadvantages such as slowing down the process of decisionmaking and management, generating inefficiency, and preventing the specialists from exercising the full range of responsibilities normally associated with their professions.

The tenure system has been met with a decline over the years. As already discussed, the tenure system was introduced by the British. The system is now in no position to deliver the goods and has been weakened. It is felt that senior civil servants should remain permanently in the Central Secretariat in violation the of tenure system. In practice now very few officers of the rank of Joint Secretary go back to the States. The creation of the Central Secretariat Services has also weakened this system. Indian Constitution for instance has a provision to create more All India Services and Central Services.

98%	MATCHING BLOCK 233/319	SA	HC 2.3 - Major Issues in Indian Administrative ... (D158855566)

In 1961, two new Central Class I Services constituted the Indian Economic Service for the economists and the Indian Statistical Service for the Statisticians. All these services aim

to provide better status and pay to the technocrats. The creation of such new specialist- centric all India and central services can provide them necessary security and platform.

85% **MATCHING BLOCK 229/319** W

The present need is for more purposive development of professionalism inadministration. The base of such professionalism is not necessarily provided by a single specialty but a variety of backgrounds and disciplines. For example, the administrators ofprice policy must know in sufficient depth and detail all the economic implications of thatparticular measure. Hence, it becomes essential for the government to organise at the top anexpert layer of personnel, who though initially coming from either the generalist orspecialist background, would need to be developed into a professionally competent group inorder not merely to effectively execute 78 programmes but also to aid and advise the toppolitical executives in matters of important policies. 5.6

CONCLUSION

82% **MATCHING BLOCK 230/319** W

There is no denying the fact that in their functional situations both technocrats and bureaucrats have important contributions to make.

94% **MATCHING BLOCK 231/319** W

The partnership responsibility of the two groups in facing the new challenges underconditions of quickening socio-economic change is a necessary ingredient of national goal fulfillment. The necessity for

the

83% **MATCHING BLOCK 232/319** W

collaborative role of generalists and specialists is nowrecognised and accepted almost everywhere.

It is neither feasible nor desirable toreplace one category with the other. Indeed, it is not as though a revolution in public administration is going to occur if all the bureaucrats were to be replaced by technocrats. Similarly, the

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jobs of technocrats cannot also be taken over by bureaucrats, for example, the functions of theChief of Army Staff cannot be taken over by a Secretary to a Government department. Thus,while, co-existence among

both categories

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has to be accepted as afundamental fact of administrative life, the real issue is in what fashion or in what structureor role the relationship should exist. 5.7

SUMMARY ? The technocrat and bureaucrat controversy

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is one of the important problems of public administration. ? The

dispute between the two ranges from high perks and facilities to the decision-making process ? The technocrats and bureaucrats are both equally important in their respective spheres ? Certain measures can be taken to solve the conflict between the technocrats and bureaucrats 5.8 KEYWORDS Specialist: A

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Specialist is generally a person who has special knowledge or skill in a specific field, for example. engineers, physicians, agriculturists, educationists, lawyers, etc.

Generalist: A Generalist is an administrator,

69% **MATCHING BLOCK 242/319** **SA** HC 2.3 - Major Issues in Indian Administrative ... (D158855566)

who belongs to the managerial class is well versed with rules, regulations, and procedures of administration, and who

performs the generalfunctions of an organistation. Parallel Hierarchy:In this type of work arrangement system a specialist, for example, a Director General will be working along with a generalist like Deputy Secretary. Fulton Committee:The Committee was appointed in the UK in 1966 to study the organisation, recruitment, management, and training arrangements for the civil service and to recommend. changes in the context of changed responsibilities of the civil services and the new educational system. Professionalism: Specialised competence or knowledge in a field. Administrative Reforms Commission:The Administrative Reforms Commission is the committee appointed by the Government of India for giving recommendations for reviewing the public administration system of India. The first ARC was established on 5 January 1966. 5.9MODEL QUESTIONS 5.9.1 Long Answer Type 1) Discuss the role of bureaucracy in administration.
79 2) Who are the technocrats? Comment on their role in the administration. 3) What are the suggestions and remedies to overcome the conflict between the technocratsand bureaucrats? 4)

95% **MATCHING BLOCK 238/319** **W**

Discuss the reasons for the controversy between the generalists and specialists

in administration 5.9.2Short Answer Type 1) Who are called the Specialists? 2) Who are called the Generalists? 3) Write two reasons why the bureaucrats are more important than the technocrats. 4) Write two reasons why the technocrats are more important than the bureaucrats. 5) Write two reasons for the conflict between the technocrats and bureaucrats 6) How does the Fulton Committee Report define The Specialists and TheGeneralists? 5.10REFERENCES Singh, N.& Sachdeva, P. (1989). Public Administration in India: Theory and Practice. Sterling Publishers. Avasthi & Maheshwari.(1987). Public Administration. Lakshmi Narain Aggarwal.

100% **MATCHING BLOCK 239/319** **W**

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CC VI Block: III Problems of Development Unit – 1 Problems of Development in Developing Countries Structure 1.1 The concept of development 1.2 Who are the developing countries 1.3Developing Countries: Issues and Problems 1.4Conclusion 1.1 Introduction Development is a buzzword in contemporary social science as well as policy dialogues, both at domestic and international levels. This is because the growing international order since the end of Second World War. Before understanding the problems of developing countries, we need to have a concept of development. I would prefer the term "concept", because a fool-proof, all-encompassing and satisfactory definition of development is not possible. For several decades following the Second World War, development was broadly conceived as economic growth. Various scholarships have developed during that period, which emphasised on attaining certain level of economic growth and concomitant indicators. Two of them are particularly worthy to mention. The socialist or Marxist model has emphasised on 'dictatorship of the proletariat' – centralised economic planning, ruthless social and economic engineering under the command of one ruling party, where individual autonomy and voice was seriously circumscribed. The model of development followed by Chinese leadership is the most pertinent example. Among the influential ideas in the non-Marxist world was the "Modernization Theory" – it emphasised on the growth of middle class, "civic culture" which, after attaining a satisfactory level of economic

81 growth, would be allowed to practice democracy, quite akin to capitalist western democracies. This is known as the model of "political development"; however, this model soon came to be criticised for its ethno-centric bias – for uncritically accepting the west as a model, ignoring the socio-cultural situations and realities of the developing countries, many of whom were endowed with ancient civilisations. These types of theories virtually ended up supporting the utterly authoritarian regimes in many developing countries – flouting almost every norms of democracy (Törnquist, 1999). On the other hand, despite being at the contrasting end of ideological pole, the socialist regimes were also equally undemocratic, oppressive and had the same notorious history of human rights violations. Subsequently, the growth-only model was further questioned: growth for whom? Does everybody have access to the fruits of growth? Must growth occur at the expense of justice and human rights? Above all, if minerals are exploited ruthlessly, the earth is polluted without any limits, what are we leaving for our future generations? Development demanded answers to these questions. As a result, many new dimensions were added to development. For explaining the concept of "just development", Clark coined the acronym: DEPENDS approach. In essence, the DEPENDS approach stands for: Development of infrastructure; Economic growth; Poverty alleviation; Equity; Natural resource base protection; Democracy; and Social justice (Clark, 1991: 26-30). This is closely related to development ethics "that accepts human dignity as a priority" (Gasper and Truong 2005: 374). The 'right to development' offered a holistic vision: economic rights must be accompanied by civil, political, social and cultural rights – none of them must be sacrificed (Sengupta 2000). Amartya Sen introduced the idea of capability which would lead development towards freedom that would enable an individual to lead a life he or she "has reasons to value" (Sen 2000: 36-40). This has led to the growth of another sub-field of development studies: Human Development, which by including the issues mentioned above, does add normative substance to development on one hand; and have potentials to make development relevant to many people at the same time. We shall now examine the problems of developing countries in this context. India has followed the path of taking democracy and development together: at the time of independence, it

82 was dismissed by many, but subsequently the wisdom has dawned that democracy saved the country. Objectives This chapter intends to introduce us with one of the most fascinating issues with the contemporary times: development. After the end of the Second World War, particularly when decolonisation occurred in many countries of Asia, Africa and the Latin America, development became a much- discussed issue, both among the academics, practitioners and policy-makers. Various ways and means to understand development were explored. We hope that this chapter would enable us having a comprehensive understanding of development and its problems. Who are the developing countries? A number of countries are known as developing countries. After the Second World War, particularly since decolonisation, many countries in Asia, Africa and Latin America were freed from the colonial rule – at least in formal sense. Generally, they are known as developing countries. There are several ways to classify: during the Cold War, first world countries were known as the advanced industrial countries in the west – mainly Western Europe, North America alongside countries like Japan, Australia and New Zealand who, by and large adhered to capitalist mode of economy. Second World countries belonged to the socialist block led by the Soviet Union. The Third World included the majority of countries in Asia, Africa and Latin America that are marked by abject poverty, deprivation and overall poor quality of life and opportunities. Later on, OECD – the Organisation of Economic Cooperation and Development has classified between global North and South – countries on the south are known as developing countries. In recent times, the United Nations Development Programme (UNDP) has categorised four types of countries: those having "low human development", "medium human development", "high human development"; and "very high human development" – they are based on the overall quality of living standards (HDR Website 2010). In a

83 word, developing countries constitute a large number of countries in the three continents of Asia, Africa and Latin America. Developing Countries: Issues and Problems The major problems that can be found in developing countries can be grossly subsumed under three categories: influences of colonial history; challenges of economic development; and the pressure of popular aspirations. Influences of Colonial History Most of the developing countries have a long history of colonialism. Colonialism has certainly introduced these states to modernity, although these states have much older societies. Ancient civilisations have developed in the spaces currently known as the Indian subcontinent, China and the Arab world. In many cases, the nature of colonial rule has shaped their post-independence socio- economic and political destiny. The history often serves both as resources and constraints to these countries. In terms of resources, three particular aspects are worthy to mention: market, modern means of communication and education: through them, many old societies got introduced to new world order and their beneficial attributes through colonial rule. The hitherto old societies, often steeped into inertia and stagnation, which had resulted into limited social mobility, lack of education, ill-health, early morbidity, gender discrimination and consequent crippling of human existence. For example, in pre-British India, rural people did hardly venture out of their village in their lifetime, because they did not feel the necessity. Colonial rule had broken this state of inertia: it was essentially accompanied by capitalism which in turn, necessitated the continuous expansion of market. This development brought the secluded and insulated villages and distantly-located communities into the map of market economy. Such exposure has led to significant social and economic mobility. Traditional structures of hierarchy were seriously affected and many of them had

84 simply broken down. In India for example, caste has undergone significant changes through exposure to market forces. Many people from traditionally deprived castes had now started exploring opportunities in the new socio-economic order. In many of these countries, alongside the colonial business groups, indigenous capitalism has developed. The second beneficial consequence was introduction of the modern means of communication, which in turn, carried forward the process of modernity. The railway and road networks, post and telegraph have connected the vast stretches of territory together and galvanised them into one nation of other shared identities such as language or ethnicity. They subsequently, have provided the proverbial bedrock for anti-colonial nationalism. In addition, many of them used these means of communication to explore opportunities in other parts of the world: the migration of Indians (mainly from the oppressed lower castes) from the neighbourhood plantation colonies in Ceylon (now Sri Lanka) to faraway places of Africa, Canada and the Caribbean reflect this tendency. These have led to the cultural dynamism for both the settlers and the indigenous population: the settlers went to the new places with their own cultural attributes such as dress, food habits and festivals; they were again introduced to local life styles and culture. Cultural vitality is also an attribute of development because on one hand, it has the potential to integrate people having various types of beliefs and world-views and pursue common agenda. On the other hand, a broadened world-view is presented before the concerned people, which may unlock opportunities to explore better and diverse visions of life. The third benefit of colonial rule is the introduction of modern system of education; they were often accompanied by colonial languages where modernity was practiced. As a result, the indigenous population received exposure to modern literature, science and medicine – these have helped the future-day nationalist leaders to articulate their visions of an independent nation. It was further bolstered when many educated people from colonial countries received education in the world famous universities: their experiences both with own societies and the greater world have enabled them to contribute immensely to the public life of colonial countries. For example, Gandhi
85 and Nehru have worked and studied abroad: later on, they became the leading figures in India's struggle for independence Ambedkar received education in the United States: he has immensely worked towards the emancipation of the downtrodden in India and was among the key figures in the drafting of the Indian constitution. In addition to all of those factors mentioned above, modern systems of government were introduced in the colonial countries: modern bureaucracies, modern military and the overall administrative system in many areas, such as land revenue, education system, health system and in some cases, modern representative institutions were also the attributes of colonial rule. We however, should eschew glorifying the colonial rules. Above all, they were undemocratic and exploitative by nature. In fact, their ill-effects do far outweigh those perceived benefits. The advent of market forces also disrupted traditional social relations, economic arrangements and above all, knowledge systems. On social front, new means of mobility often resulted in mindless attacks on traditional values, under the colonial rule. A section of elites, having access to education and centres of power, distanced themselves from local population and were quite contemptuous of other fellow country-people. As a reaction, another class developed with rabid traditionalism, refusing to learn from the opportunities of modernity. The colonial administration also followed the "divide and rule" policy – to engage the native population into continuous infighting among themselves. These served the purposes of colonial rule – its longevity, but in the long run, have sown the seeds of perpetual distrust, disorder and conflict, which threaten development and world peace even today, in many areas of the world: South Asia; the Arab world; North and South Korea; and the most part of African continent. Much of the resources are spent on conflict and armaments. In pre-colonial India for example, land and forest was the community property: it did not have any individual ownership. Private ownership to land was introduced, which totally destabilised the existing patterns of livelihood. At the same time, the villagers' and local community's rights to forest for food and fuel wood was curtailed – they were open to large timber merchants – mostly Europeans, who again found the ready market in growing cities, modern transport industries and

86 export. The worst economic condition was the continuous bleeding of country's resources: with heavy tariff and taxation, indigenous industries were not allowed to grow and several impediments were propped up from time to time. For most of the time, traders from only the ruling country were allowed to do business in the respective colonial countries. As a result, free market capitalism did not grow in these colonies; and the socio-economic mobility unleashed by colonialism remained limited. After independence, these countries faced the syndrome of "late development" – characterised by huge pressure of poverty, low productivity, obsolete technology and consequent difficulties to compete in the global market. Many of them remained dependent on the advanced capitalist countries for their economic and security concerns. The traditional knowledge systems which have nourished the older civilisations of developing countries over many centuries were severely disrupted by colonial rule. Such knowledge- systems have grown up over many centuries, based on people's experiences and responses to various circumstances from time to time. Human experiences are the greatest reservoir of knowledge, yet under colonial rule, they were vilified and attacked. Many traditional handicrafts, agricultural practices, medical systems, education methods were simply lost on the onslaught of the homogenising nature of market capitalism. Under the current globalisation regime, there have been renewed appreciation on the value of traditional (or indigenous) knowledge – as reservoir of accumulated experiences, but that is also done with narrow profit maximising perspective: non- western societies of developing countries are now under high risk that their traditional knowledge- base may be pirated and pilfered. Overall, the history and legacy of colonialism has made a profound impact on the developing countries. Although they got introduced to global order and modernity through colonial contacts, they remain the marginal force in this order. Many of their problems – most notably, abject poverty are derived from the long history of colonial rule. Some countries where colonial rule was absent, such as Japan, have flourished on their own and are now among the leading industrial powers.

87 However, time cannot wait by blaming to fortunes and problems that have been inherited historically. At the time of independence, people of a country decide to accept responsibility for its destiny: social, economic, political and overall existential matters. That is the moment when citizenship is formed – this is the price for the long-cherished dream of independence. And it is also the point when democracy matters – people are no more subjects; they are citizens who bear equal worth in an independent socio-political community. Their voice, their preference, their ideas matter in the shaping of their socio-political community: for whose well-being they are responsible. With these normative dimensions, we shall now turn to the next section – challenges of economic development, with this historical context in mind.

Challenges of Economic Development The major problem before the developing world is to achieve rapid economic development, because these countries are afflicted by grinding poverty. Poverty has several manifestations: abject poverty of many people that threatens daily survival, such as lack of food, drinking water and fundamental healthcare. In most of the developing countries however, such abject poverty may not be visible, but many other serious impediments threaten social mobility. Also, this relative prosperity is not guaranteed. Two of the regions – Sub Saharan Africa and South Asia are the poorest regions in the world, where daily survival of many people are continuously under question. Many people in these countries, particularly children, survive on one meal a day and hunger is a stark reality in these countries. They are the regular mal-performers in global hunger index. This has a series of spillover effects: lack of mobility, underdeveloped physique and mental health – all these seriously affect the formation of human capital. As a result, the high density of population is a liability, not any asset for these countries. Poverty leads to weak performances in education, healthcare and also results in several policy failures. For example, population growth is a serious problem in these countries, resulting in severe pressure on already meagre resources and infrastructure; yet, it can only be

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88 arrested with reduced child mortality, better healthcare, job opportunities, spread of education and enhanced consciousness. This is the vicious cycle where all problems are multidimensional and causally related to one another, hence difficult to address methodically. Other parts of developing countries usually do not experience that level of poverty, but many impediments seriously circumscribe the overall human well-being. Much of the prosperity is related to their performances at global markets, particularly exports. When exports suffer, they face serious financial crises, such as Indonesia in 1997. Or recently, the drop of oil prices in global market has seriously affected the Venezuelan economy, where acute food crises lead to nearly ungovernable and anarchical situations. In addition, thanks to the history of various sorts of dictatorial and authoritarian regimes, democracy is weak in many of these countries; hence there are problems in eliciting accountability from the ruling elites, particularly in cases of rampant corruption leading to huge human distress. For example, the recent fire in Amazon forest areas in Brazil is often attributed to the government's intention to hand over forest resources to private corporate bodies, disregarding warnings that it will create severe environmental crises across the globe. In addition, many of these countries, particularly those in Africa and Latin America, such as Guatemala, Haiti, Honduras, Venezuela, Colombia, Zimbabwe and South Africa – usually have a very high level of violence in daily life. We however, must bear in mind that the other crises such as violence, lack of democracy and accountability; and their various ill-effects are visible in the developing countries in other regions as well. Towards a long-term strategy for development, it is now imperative to give democracy a respectful place. No wonder, the demand for democracy has become louder in developing countries, because people aspire to have better standards of life. The Pressure of Popular Aspirations The challenges to economic development are reinforced by ever-increasing popular aspirations. People in these countries have already been mobilised against the rulers – both colonial and
89 indigenous, with the promise for better standards of life. In addition, they are aware that such standard of life is possible. A section of population in almost every country is now exposed to the global scenario – through personal travel and visits; through access to media of various types; and access to Information and Communication Technology devices. This creates immense pressure on the governments of societies and polities of developing countries, to deliver concrete benefits. For example, the Arab Spring of 2011 was actually articulating the demands for both material betterment and human dignity. As we have seen in the earlier part of this chapter, soon after the Second World War, many newly-independent states have switched over to authoritarian regimes, on the expectations that governance activities will not be affected by the costs of inter-party struggles and electoral competitions. In other words, people had significant faith on their governments. In some places, such as the South-East Asian states, Chile in Latin America has enjoyed relatively high levels of growth and prosperity. India had adopted the path of democracy, but the level of development was far from satisfactory. In most cases however, much of the developing countries ended up with neither democracy, nor development. In many cases, they were supported by the United States. In the 1990s however, there was a fundamental shift. With the collapse of the Soviet Union, it became difficult for countries like the USA to support undemocratic, corrupt regimes across the world, because they faced hostile public opinion domestically. Governments in the developing countries too, were finding repression as increasingly difficult, in the face of popular demands, consciousness on human rights, environmental degradation – all these again added with the force of huge population. As a result, they found switching over to democratic governance as much better an option for survival. In order to formulate sound strategies for development, the already quite prevailing top- down, elite-driven approaches need to be complimented with bottom-up approaches – that will democratise the process of development. Democracy has the effect of establishing the relations of minimum trust. That trust is not about blind or unquestioned faith, rather an understanding on the

90 relations between rulers and the ruled. The latter are aware about the limitations of the former and the political leadership is not deified – hence not much expectations, except at the times of crisis. In addition, corruption survives in many democratic countries. Even in developed democracies, people do not have high expectations from their rulers. Almost everywhere, political leaders are treated with disdain. Yet, despite these, people have an understanding on the limitations of their politicians. When the rulers and leaders are repeatedly questioned, contested, criticised and mocked at, some sort of stability occurs to the political system. Much of the popular discontent melts down with expressions of grievances and discontent; particularly when government can be renewed or changed at every interval. In developing countries too, a functioning democracy can achieve that level of minimum trust – that will offer stability to the regime, necessary for pursuing the goals of development in the face of the volatile nature of ever-rising popular aspirations. Conclusion Development is a multi-dimensional concept, having social, economic, political and cultural implications. Although there are many interpretations to categorise developing countries, there seems to be an overall consensus that the vast numbers of countries in Asia, Africa and Latin America fall into the category of developing countries. This chapter sums up their common features to understand their problems. We follow the categorisation of various international organisations such as the United Nations, OECD to categorise certain countries as developing countries. Generally, a broad consensus merges: countries in Asia, Africa and Latin America, barring a few examples, generally belong to the developing world; in other words, they are known as developing countries. Many schools of thought have emerged after the Second World War to analyse the phenomenon and strategies of development accordingly. Marxist school of thought – the followers of socialist model have emphasised upon social ownership of the means of production. Modernization Theory on the other hand, advocated for strict disciplinary course to ensure the capitalist path of development. However,

91 both of these schools appeared counter-productive after some period of time, because people had neither any voice, nor were included in the scheme of development. At the same time, particularly in developing countries following the path of capitalism, the growth-only vision of development was both counter-productive and problematic, because issues of serious inequalities were neglected. The Indian experiences offered a different path from those models mentioned above, as development was sought to be achieved through the path of development. In the1990s, as the vision of development was broadened and issues like human development were set into agenda, democracy became indispensible for development. Developing countries face a host of problems on the way to achieve development. In most cases, they have to bear the burden of colonial legacy, inherited historically. Colonial rule certainly have introduced them to various attributes of modernity, particularly education and modern means of communication, but that often occurred at the high cost of economic exploitation, disruption of traditional culture, knowledge systems, life-styles and community life. Social divisions often became virtually irreconcilable, which even today leads to various conflicts that threaten the global peace at times. After independence, particularly at contemporary times, developing countries by and large, face the challenge of rapid economic development against many odds; yet home, the pressure from ever-rising aspirations by a huge population, who have experienced hardships for many generations, yet desperate to come out from such suffocating experiences and enjoy better quality of life. Summary ? Since the World War II, development has become an important issue both among the policy makers and academicians alike. ? Various schools have emerged, to formulate the sound strategies of development. ? The socialist regimes, following Marxist school pursued macro-level centralised planned economy, under the leadership of the party.

92 ? Many developing countries pursued capitalist mode of economy, influenced by the Modernization Theory. ? Both of them ignored democracy. ? Since the 1990s, democracy became an agenda for development. ? Human development is an issue in contemporary development – it expands the notion of development. ? The developing countries after decolonisation, faces challenges of historically inherited structural and cultural constraints ? They also face the challenge of rapid economic development. ? People's ever-rising aspirations for better quality of life pose further pressures. ? In the long run, for making development durable, it must go together with democracy. Glossary Arab Spring – an uprising had occurred against the local authorities in Tunisia against police high handedness. However, this incident soon snowballed into a major revolution in Tunisia, resulting into the ouster of its long-ruling dictator and establishment of democracy. The matter did not end there: anti-regime protests erupted in many countries in the Arab world, leading to the fall of dictatorships in Egypt and Libya; and massive restructuring of power relations in countries like Morocco and Jordan, ostensibly acceding to the demands for democracy. This is known as "Arab Spring" – a poetic term, a metaphor – to describe mellowed weather in the desert region. Cold War – the period of high voltage confrontation between the United States and the Union of Soviet Socialist Republic (USSR) or Soviet Union; there was no actual outbreak of face-to-face conflict, but intense fear from both the sides were present and it had serious and multi-faceted repercussions on the global society.
93 Decolonisation – after the end of
the Second World War, many countries in Asia, Africa and Latin America
became independent from colonial rules. In other words, it meant the formal end of colonial rule in these countries. In reality however, many of these countries remained tied up with the global economy, dominated by developed countries. Global Hunger Index (GHI) – "
Hunger is usually understood to refer to the distress associated with a lack of sufficient calories...

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The Global Hunger Index (GHI) is a tool designed to comprehensively measure and track hunger at global, regional, and national levels...

calculated each year to assess progress and setbacks in combating hunger.

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The GHI is designed to raise awareness and understanding of the struggle against hunger, provide a way to compare levels of hunger between countries and regions, and call attention to those areas of the world where hunger levels are highest and where the need for additional efforts to eliminate hunger is greatest" (

GHI Website, 2019). Human development – the process of development which addresses fundamental human needs, such as health, education, livelihood issues, life expectancy and more – they all are the indicators of human development. Latin America – countries in central and South America, starting from Mexico in the North. Top-down Approach – where plans of and programmes for development are decided at higher levels, by the elites. People and staff at local level are supposed to obey the orders and implement decisions. This is suitable for large scale, macro-level planning. Bottom-up Approach is opposite to top-down approach. Experiences of people at the grassroots are taken into consideration while formulating development plan and programmes. References Clark, John Democratizing Development: The Role of Voluntary Organizations (London: Earthscan, 1991). Gasper, D. and Thanh-Dan Truong "Deepening Development Ethics: From Economism to Human Development to Human Security", European Journal of Development Research, 17.3 (2005): 372-384. GHI Website (2019) "Global Hunger Index", in: https://www.globalhungerindex.org/about.html (accessed 14 April 2020).

94 HDR Website (2010) http://hdr.undp.org/en/media/HDR_2010_EN_Table1_reprint.pdf (accessed 20 February 2011). Sen, Amartya. Development as Freedom (New Delhi: Oxford University Press, 2000). Sengupta, Arjun. "Realizing the Right to Development", Development and Change 31.3 (2000): 553- 578. Törnquist, Olle. Politics and Development: A Critical Introduction (New Delhi: Sage, 1999). Model Questions The following questions carry marks of Six (06) each: 1. Write brief note on decolonisation. 2. Who are the developing countries? 3. Explain the concept of Human Development. The following questions carry marks of Twelve (12) each: 1. How do the historical legacies of colonialism continue to have impact on developing countries at contemporary times? 2. Explain the major issues and problems of developing world. 3. Point out the relevance of democracy in development. The following questions carry marks of Eighteen (18) each: 1. Explain the evolution of developing world in contemporary global systems. 2. Explain: (a) the DEPENDS approach; (b) Global Hunger Index; and (c) the pressure of popular aspirations to development. 3. Make a critical appraisal of colonialism in developing world.
95 Unit – II Sustainable Development: Meaning Structure 2 Introduction 3 The scope and evolution of sustainable development 4 Conceptualising sustainable development 5 Conclusion Introduction In the previous chapter we have discussed the multidimensional and complex nature of development in academic sense. Among the issues that were discussed, environment has figured prominently. This has led to flourishing of another issue which periodically interrogates the process of development – sustainable development. Not only that, at present the threat to environment is felt every day, as climate change and global warming are the issues that readily comes to mind. The United Nations' World Commission on Environment and Development (WCED) has

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defined "sustainable development" as "development that meets the needs of the present without compromising the ability of future generations to meet their own needs" (

quoted in Shrivastava and Berger, 2010: 247). In other words, this approach views development as an all-inclusive project, across time and space; and encompasses the entire planet. On this basis, we shall now discuss the concept of sustainable development: its scope and the way it evolved into a full-fledged academic and policy issue. Sustainable Development: Challenges and Limitations ? Arms race did not end with the cold war. Substantial development resources are spent for armaments
96 ? Emerging power blocks ? In the long run, environment and social justice may not conflict, but in the short run, they may cross swords Sustainable development, we have seen has an all-encompassing nature: it includes almost everything and everybody; and present and future. Yet, Seghezzo (2009) finds the previous WCED definition of sustainable development having some limitations – eventually in the text of European Commission, it came to be articulated as 'people, planet and profit' (later, 'prosperity'). More specifically, the WCED definition as problematic because first, it is anthropocentric: it prioritises upon the satisfaction of human needs and dichotomy between society and environment. Yet, natural calamities like hurricanes, droughts, floods reflect that they cannot be separated. Secondly, emphasis on economic growth may prejudice long-term inter-generational justice, because economy essentially involves cost-benefit analysis which may be ultimately reduced to valuation and maximisation of profits. That would detriment the interests of the future generations. Thirdly, at the time of operations, more than time and space factors, the WCED definition defines 'sustainability indicators...only in economic, environmental, and social terms'; and finally, WCED definition overlooks the personal aspects under the carpet of overall 'human needs' (Seghezzo, 2009: 540- 547). Accordingly, he proposes an alternative conceptual framework: 'Place, Permanence and Persons' – it would allow discussing the issue of development in terms of sustainability. Place refers to physical, geographical and cultural space; permanence 'is not only mere maintenance of present conditions', but also 'changes and improvements'; and 'persons' indicate the individual existence of each human being, which includes his/her philosophical, psychological and religious side. The recognition of one's individual self may constrain the policy-making elites from achieving 'public' utilities at the expense of minorities and citizens (Seghezzo, 2009: 540-551). The concern for sustainable development was felt since the 1970s, when the actual needs and availability of natural resources came to contradict one another, in view of steady growth of

97 human population. Many scholarly works were published since this period and they made significant impact upon scholars, policy-makers and activists. The watershed was the publication of Brundtland Report in 1987, whereupon the WCED made the definition of sustainable development. Since the 1990s, there had been steady progress and sustainable development became an agenda both in academic and policy-making discourse (Shrivastava and Berger, 2010). The Earth Summit was held in 1992 in Rio De Janeiro, Brazil, also known as the Rio summit, which attracted global attention towards the cause of environment. Meanwhile, various researches pointed out the devastating effects on ecology by greenhouse gasses, particularly on climate change. The Stern Committee Report suggested 1-2% of the global production should be earmarked to counter the worst effects of climate change. Large corporations, who control the process of production and consumption, thus human impact on environment; they are the major contributors to global warming. These organisations were urged to change their vision and mission towards the cause of sustainability and environmental responsibility, particularly on the issues of energy usage and waste management (Shrivastava and Berger, 2010). At the same time, several industrial accidents have significantly adverse effects on human lives and overall biology: oil spills, air pollution, chemical accidents and above all, nuclear accidents. These led to the formulation of several principles, which see 'sustainability as a journey, not a destination', for shaping policies, guidelines and course of actions. Between the 1960s and 1980s, a catalogue of principles was formulated, encompassing issues such as biodiversity, human rights and security, poverty eradication, environmental protection, overpopulation, democratic process, awareness and like. In addition, certain industry-specific principles were also adopted. They were 'premised on the idea that each industry has operational practices, resource consumption, waste management, safety technologies, and environmental impact patterns that are common across firms in the industry', designed to 'to integrate technological, financial, environmental, and community elements in the context of industry realities.' Several issues such as water and wastewater management; waste management; energy conservation; forestry; fish, wildlife, vegetation,
98 wetlands; air and visual quality were made part of the sustainability principles (Shrivastava and Berger, 2010: 250-258). Sukhamoy Chakravarty welcomes the discussion on sustainable development for various reasons: first, it creates awareness on the necessity of preserving the environment. Secondly, many developing countries have tendencies to treat environment as a secondary issue, as they are too preoccupied with achieving rapid development and material prosperity. Yet, the justice aspect remains elusive because of the consumption-oriented nature of the contemporary development discourse would not be able to meet the necessities of all people. The fear that natural resources will exhaust are quite real. At the same time, it is not possible to ask every country cut down their growth output, because (Chakravarty, 1991). With this background, we shall proceed to the next section, for a thorough understanding of the concept of sustainable development. Sustainable Development: Concept The account in the previous section indicate the growth of sustainable development as an important issue in academic and policy-making circles, involving scholars, thinkers and practitioners from both natural and social sciences. Conclusion Some of the SDGs are about the rights of people; yet some also expect citizens to take responsibilities positively for realising the vision of SDGs.
99 Glossary Climate Change – refers to the situation where the course of climate becomes erratic and unpredictable across the globe, affecting both developed and developing countries alike. The spread of rapid industrialisation, urbanisation and extraction industries; fast depletion of forest cover; and increasing levels of pollution – particularly in developing countries is attributed to climate change. Global Warming – related to climate change, it is observed that the average temperature of the earth has been increasing steadily and gradually, leading to the melting of icebergs. Often, fear is expressed that this phenomenon may lead to the submergence of many coastal cities in the Asia- Pacific region. Greenhouse gases – '

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Gases that trap heat in the atmosphere are called greenhouse gases',

most notably Carbon Dioxide (CO 2), Methane (CH 4), Nitrous Oxide (N 2O) and Fluorinated gasses, that leads to depletion of ozone layers (EPA, 2019) and contribute to global warming. Air pollution occurs when the air is filled with aerosols and toxic gases. Direct and indirect taxation – direct taxation is the tax earned from income. Indirect taxation occurs from the proceeds on various sales and services, which people use for consumption. The volume certainly increases when people earn more money. Checks and balances – in-built institutional arrangements whereby one arm of the institution keeps eye on the other, so that none of them become too powerful and autocratic. For example, in parliamentary democracies, the legislature controls the executive; judiciary keeps eye both on the executive and legislature; again, the judicial officials are appointed by the legislature and executive. References
100 EPA (2019) https://www.epa.gov/ghgemissions/overview-greenhouse-gases (accessed 9 March 2020) Loubser, R. and C. Steenekamp (2017) 'Democracy, Well-Being, and Happiness: A 10-Nation Study', Journal of Public Affairs, DOI: 10.1002/pa.1646 SDGs Booklet (undated) https://www.undp.org/content/dam/undp/library/corporate/brochure /SDGs_Booklet_Web_En.pdf (accessed 6 March 2020) Seghezzo, Lucas (2009) 'The Five Dimensions of Sustainability', Environmental Politics, 18(4): 539-556 Shrivastava, Paul and Stephanie Berger (2010) 'Sustainability Principles: A Review and Directions', Organization Management Journal, 7(4): 246–261. World Poverty (2020) https://worldpoverty.io/map (accessed 9 March 2020) Sen, Amartya (1999) Inequality Reexamined (New Delhi: Oxford University Press). Sen, Amartya (2000) Development as Freedom (New Delhi: Oxford University Press). Joshi, Natasha (2020) "Why Indian children can't read", in: https://idronline.org/why-indian-children-cant- read/?utm_source=India+Development+Review&utm_ campaign=2f59c1a23e- EMAIL_CAMPAIGN_2019_10_01_10_28_COPY_01 &utm_medium=email& utm_term=0_2be9adb876- 2f59c1a23e-80731243 (accessed 14 March 2020) CDC Report (2016) "Global WASH Fast Facts", in: https://www.cdc.gov/healthywater/global/wash_statistic s.html (accessed 14 March 2020) Chakravarty, Sukhamoy (1991) "Sustainable Development", European Journal of Development Research, 3(1): 67-77.
101 Unit – III Sustainable Development: Features and Significance Structure: 6 Introduction 7 Objectives 8 Features and Significance: Sustainable Development Goals (SDGs) 9 Conclusion Introduction In the previous chapter we have discussed a rather new issue that periodically interrogates the process of development – sustainable development. Not only that, at present the threat to environment is felt every day, such as the depletion of natural resources; massive pollution of air, water and soil; climate change and global warming, sustainable development is a timely and relevant issue. At present, the entire world is ravaged by a health crisis of unprecedented level, which once again questions the conventional notion and paradigms of development. The major risk factors on environment are: depletion of natural resources; heavy accumulation of toxic wastes – particularly those generated from chemical and nuclear plants; poisonous substances added to our food; and threat of climatic changes (Keane, 1994: 247-248). However, as we have seen in the last chapter, an "environment-only" understanding of sustainable development is clearly problematic and deficient, because it tends to neglect the related socio- economic and political issues. Yet, if those issues are neglected, sustainable development forever, would remain on paper – it will never come to fruition. The United Nations' World Commission on Environment and Development (WCED) has

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defined "sustainable development" as "development that meets the needs of the present without compromising the ability of future generations to meet their own needs" (

quoted in Shrivastava and Berger, 2010: 247). In other words, this approach views

102 development as an all-inclusive project, across time and space; and encompasses the entire planet. On this basis, we shall now discuss the features and significance of sustainable development: it deepens our idea of development with a broad and inclusive approach. It is best articulated in the Sustainable Development Goals (SDGs) as identified by the United Nations (SDGs Booklet undated) – a catalogue of wide range of issues that intends to make development truly humane and sustainable. Objectives We already have noted the emergence of sustainable development as a core issue in global order, policy-making and development practices have brought environment as the subject of central importance. However, after initial discussions, it gradually an dawned upon everyone concerned, that as environment-only understanding of sustainable development is seriously incomplete, because environment cannot be detached from its socio-economic and cultural contexts. The United Nations has formulated a catalogue of priority issues which has to be attained by the year of 2030. They are known as "Sustainable Development Goals" (SDGs). That catalogue again, helps us understand the features and significance of sustainable development. This chapter is a small effort towards that end. Sustainable Development: Features and Significance The concern for sustainable development was felt since the 1970s, when the actual needs and availability of natural resources came to contradict one another, in view of steady growth of human population. Many scholarly works were published since this period and they made significant impact upon scholars, policy-makers and activists. The watershed was the publication of Brundtland Report in 1987, whereupon the WCED made the definition of sustainable development. Since the 1990s, there had been steady progress and sustainable development became an agenda both in academic and policy-making discourse (Shrivastava and Berger, 2010). The Earth Summit was held in 1992 in

103 Rio De Janeiro, Brazil, also known as the Rio summit, which attracted global attention towards the cause of environment. At the same time, several industrial accidents have significantly adverse effects on human lives and overall biology: oil spills, air pollution, chemical accidents and above all, nuclear accidents. These led to the formulation of several principles, which see 'sustainability as a journey, not a destination', for shaping policies, guidelines and course of actions. Between the 1960s and 1980s, a catalogue of principles was formulated, encompassing issues such as biodiversity, human rights and security, poverty eradication, environmental protection, overpopulation, democratic process, awareness and like. In addition, certain industry-specific principles were also adopted. They were 'premised on the idea that each industry has operational practices, resource consumption, waste management, safety technologies, and environmental impact patterns that are common across firms in the industry', designed to 'to integrate technological, financial, environmental, and community elements in the context of industry realities.' Several issues such as water and wastewater management; waste management; energy conservation; forestry; fish, wildlife, vegetation, wetlands; air and visual quality were made part of the sustainability principles (Shrivastava and Berger, 2010: 250-258). With this background, we shall proceed to the next section, where SDGs provide a useful benchmark for a thorough understanding of the issue of sustainable development. The features and significance of sustainable development should be understood in terms of those goals, because they cover a broad range of issues and priorities, which enlarge the meaning of sustainable development. From the catalogue below, we shall find that some of the SDGs are about the rights of people; yet some also expect citizens to take responsibilities positively for realising the vision of SDGs. Sustainable Development Goals (SDGs) In the year of 2015, the Sustainable Development Goals (SDGs) were adopted by all members of the United Nations. SDGs are built upon the previous Millennium Development Goals (MDGs), adopted 104 in the year of 2000 by 189 world leaders. SDGs have adopted a 17-point agenda,

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to be achieved by the year of 2030 (SDGs Booklet, undated): 1. No poverty 2. Zero hunger 3. Good health and well-being 4. Quality education 5. Gender equality 6. Clean water and sanitation 7. Affordable and clean energy 8. Decent work and economic growth 9. Industry, innovation and infrastructure 10. Reduced inequalities 11. Sustainable cities and communities 12. Responsible consumption and production 13. Climate action 14. Life below water 15. Life on land 16. Peace, justice and strong institutions 17. Partnership for the Goals

The goals stated above broadly summarise the visions and scope of sustainable development. At the same time, they also point the feature and significance of sustainable development. We shall now briefly discuss below of their implications, with a stock-taking – reference to their current state of affairs. No Poverty

105 Poverty is the major source of human misery. It seriously deprives human beings and communities of capability to lead the life in their own ways – the life they believe to be decent. In the year of 2019, around 25 percent of the global population suffer from poverty. At present, they are more than 602,880,000 in number and some of the people suffer from abject poverty, surviving on $ 1.90 a day (World Poverty, 2020). Zero Hunger Hunger is curse, hunger is dehumanisation. It is an indicator of abject poverty. Yet, for many people in the world, hunger is a reality. Many children go to bed on empty stomach. Hunger robs human beings of their fundamental capacities, simply because the body and mind cannot work without food. In the developing world, particularly two regions have sizeable number of people who suffer from extreme hunger. Hunger leads to malnutrition, which again is the cause for many physical and psychological deficiencies. Maternal malnutrition may cause life-long deficiencies for the child that occurred at the time of birth. In recent times, the rights-based approaches to development make it imperative upon the political community, particularly the state to eradicate poverty and hunger. There have been many strategies to combat hunger. In India, many states have started mid-day meal programmes, which despite limited reach and success; have salutary effects on reducing malnutrition and retaining the children at school. In the year of 2013, the Government of India passed the Right to Food Act, after serious reprimand from the Supreme Court of India. It is now integrated with the constitutional right to life. Good Health and Well-Being For having a productive, meaningful and self-sufficient life, good health – both physical and psychological, is necessary. Healthy and secure environment, such as access to safe water-resources and good quality of air, nutritious food, opportunities for games, sports, social relations and other recreation does immensely contribute towards good health. Simultaneously it is necessary that

106 citizens are made aware about various guidance on health issues both under normal and emergency circumstances: under the latter, it is necessary to provide instant health tips, such as during the COVID-19 epidemic, there had been constant propaganda to maintain social distance, cleanliness and personal hygiene; under normal circumstances, long-term planning needs to be evolved: for example, health education must be made compulsory at school levels, for creating a health- conscious population. At the same time, whereas we cannot ignore the broader social context, it is also true that the individual has great responsibility for maintaining a sound health for him or herself. In broader social sense, well-being is related to human being's happiness, optimism and overall satisfaction with life (Loubser and Steenekamp 2017: 2). Well-being however, is an overwhelmingly subjective concept, often related to individual preferences, experiences and temperaments, but good health is certainly a vital pathway to achieve well-being. Quality Education Throughout the developing world, the necessity of quality education is felt increasingly. Education has twosome beneficial effects: it equips an individual with technical and psychological skills necessary for life on one hand; and on the other, society gets a pool of educated workforce, which builds up its reserve of human resources. As Amartya Sen argues, China's phenomenal success in global economy over last four decades can be attributed to its excellent quality of school education (Sen, 2000). The absence of quality education in India is pointed out in a recent report, that says only 16% of Grade I children can read textbooks of their grade – written in their mother tongue – the language in which they speak and communicate. It happens due to poor quality of teaching in government schools and the lack of representation from the marginalised section in the educational decision-making process (Joshi, 2020). In fact, education without quality is virtually no education, because children virtually learn nothing at schools; and such education becomes a monotonous,

107 soul-tiring exercise and often creates an unhealthy distance between people who were successful in receiving education and those who have not. For children from poor socio-economic background, lack of quality education means sheer wastage of time, both for themselves and their family, which can rather be utilised for other 'productive' pursuits such as joining the labour market, often unskilled. Quality education, on the other hand, would help the objectives of education reach maximum number of people and lead to significant socio-economic development. Gender Equality Gender inequality is inbuilt into many societies, both in psychological and structural sense. Psychologically, cultural traditions, practices have taught many people that men and women are not equal in capabilities; that women are less capable and rational than men and thus, susceptible to the call of emotions. Their roles are limited in home making and various domestic chores. Structurally, rules, religious codes of conduct have earmarked a subordinate position for women in many societies over centuries. Most of these ideas have however, proven to be based on wrong and misguided premises. Gender equality is therefore an agenda for sustainable development, because of its inclusive and all-round nature. In addition, various development experiences have shown that a society develops when its female members experience greater independence, empowerment and opportunities for decision-making, because they undertake greater responsibilities for family, particularly the next and upcoming generation. For example, women's massive participation in Self Help Groups in many states of India has resulted into their empowerment, improvement in family status and overall reduction in poverty (Ghosh, 2016). Clean Water and Sanitation Health is the fundamental key to well-being, because a sick body struggling with illness and health deficiency leads to significant mental depression and loss of productive capacity. A report finds that globally, 780 million people do not have access to clean (or safe) water source; and 2.5 billion people

108 lack standard sanitation facilities (CDC Report, 2016). Much of health hazards occur due to lack of access to clean water and sanitation facilities. Many diseases are essentially water-borne; and unhealthy sanitation facilities like open defecation do not only spread diseases and create ugly sight, they are also humiliating, because ones fundamental privacy is violated. It follows that if water and sanitation facilities are improved, there would be much improvement in physical and mental health of people. At the same time, people also have responsibilities in keeping their surroundings clean. In most parts of the country, it is quite a common sight that wastes, particularly plastic wastes are littered all around; not only are they non-biodegradable, they also contribute to the chocking of drainage system and natural course of water bodies; and that way, it threatens the aquatic creatures. Affordable and Clean Energy Since beginning, energy is the motor of human civilisation. As human civilisation becomes increasingly complex, our dependence upon energy multiplies. However, the production of energy often involves substantial monetary and environmental costs. In monetary sense, many people still do not have access to electricity and cooking gas. Lack of access to electric power substantially impedes their mobility: much of their time and energy is wasted or lies unproductive. For example, without electricity, their night time works and leisure gets affected. When cooking gas is not available, people have to depend upon wood, charcoal and other inflammable objects, which expose them to significant domestic pollution and health risks. At the same time, fossil fuels such as coal and petroleum are counted as the most cheap and efficient sources of energy, yet they generate significant air pollution and contribute to global warming and quick exhaustion of natural resources. Decent Work and Economic Growth Every human being needs to earn money, both for physical survival and livelihood as well as the psychological needs such as honour, prestige, social recognition and other aspects of self-fulfilment.

109 Engagement with work enables one to earn money and productive use of time and energy; yet it is a fact that many people have to put up with dehumanised and humiliating work situations, such as insults, exploitation, harassments of various types and under-payment. Decent work implies absence of these incivilities and just, healthy working conditions where people will be motivated to participate in the productive system of the country or community. At the same time, people who are fortunate to have decent work, need to honour their social commitments that are associated with their roles at workplace. Economic growth is necessary for a country, because in addition of generating prosperity for the society, will increase job opportunities and accordingly, would strengthen the workers' position at workplace. Economic growth and decent works are complimentary for one another. Industry, Innovation and Infrastructure Jobs, livelihood and steady economic growth at modern times can be achieved with the growth of industry. Industries generate employment and primarily, they are responsible for producing goods for society, which contribute towards raising the overall standards of life. In addition, industries are big source of revenue for the government: through taxation, a huge amount of money is earned by the government, who again has another source of revenue from the earnings of the workers and employees of the industries – both through direct and indirect taxation. For survival, industries must invest on research and development. That would enable them upgrade their produce, launch new products, search new markets and various other activities for consumer satisfaction and maximising profits. In addition, as the labour and environmental protocols have become quite stringent; and customers much more aware, it is a challenge for industries to behave in socially and environmentally responsible manner, such as respecting flora and fauna; biodiversity; air and water quality; child and human rights; and many other principles of fair trade. In other words, for their survival and credibility, industries must invest on innovation, that comes from research and development.
110 Industries, research, development and innovation require the right infrastructure. The physical infrastructures include excellent communication facilities; availability of electricity and power; and sources of safe water. Social infrastructure includes various types of amenities, such as access to education and healthcare facilities; entertainment, recreation and socialisation facilities for people involved with industries. Reduced Inequalities Any 'normative theory of social arrangements' demands equality of something: primary goods, utility, rights, equal treatment – necessary to have a good society and good quality of life. Again, individual liabilities/wealth; natural and social environment; physical ability or disability leads to relative advantages or disadvantages and breeds inequalities, where nobody have any control (Sen, 1999: 12-20). Equality is the greatest impulse for democratic way of living. Equalities have legal, social, economic and political dimensions. Yet, for all practical reasons, we cannot have all equalities together. It is therefore necessary to achieve those equalities where human beings and society have some control. Modern democracies are therefore founded on the principle that in social, political and legal sense, all individuals should be held equal. In economic sense, equality of conditions cannot be guaranteed, but equality of opportunities must prevail. Sustainable Cities and Communities Urbanisation is inevitable with the development of human civilisation. Yet, cities must be inclusive: both rich and poor residents must have access to basic social amenities like clean environment; adequate housing and safe water; decent level of education, healthcare and communication; and above all, just treatment. All citizens must have minimal comfort zones: opportunities for community formation and participation, where they would be able to interact and communicate

111 with the like-minded people and share their joys, sorrows, plans and problems which would offer them the psychological space to overcome the stress that arises from modern living. Responsible Consumption and Production Capitalist system of economy, which prevails at present and no immediate possibilities of its discontinuance are visible. Capitalism is essentially based on production and consumption of goods – that keeps the market going. Yet, it is necessary to behave responsibly: both citizens and firms needs to ensure that the production and consumption process does not damage environment; violate workers' or children's rights; and they are based on the principles of equity and sustainability. Climate Action Erratic climatic conditions are reality of present day global order. Climates have become much more unpredictable at recent times. Added to this is global warming, which contributes to the melting of icebergs in the North Pole. If the current trend continues, scientists fear that many coastal cities on the Asia-Pacific area may be submerged by the rising sea levels. This requires adequate actions and measures to minimise the damage from climatic changes; achieve maximum certainty on climate issues. Such actions need to be undertaken both at global and local level. Life below Water For quite some time, we are conscious on air and water pollution, as well as biodiversity. However, we have now woken up to another environmental menace: pollution in river and sea beds, which significantly threaten aquatic creatures, many of whom are facing extinction. In addition of shipwreck, accidents such as oil leakage and spills; dumping of plastics on river and seas; and indiscriminate large-scale fishing does significantly threaten the life below water. Only recently we have started being sensitive about it, but the problem has become menacingly severe. Many aquatic

112 creatures consume those plastic and chemical wastes as food; and are also exposed to the other dangerous ill-effects of those wastes. Life on Land This issue is quite familiar to the sustainable development reader, because the discourse on sustainable development started with "life on land" – the way living beings are influenced by the environment that is visible: soil, water and air. With the growth of industrialisation, urbanisation, migration and indiscriminate disposal of toxic wastes, biodiversity is under severe threat as many plants, insects and animals face extinction. This may cause severe ecological imbalance. Peace, Justice and Strong Institutions Everlasting and durable peace can be achieved only by ensuring justice, where maximum possible reasonable claims will be accommodated: any deviation from this principle must be justified with reason. That will generate human confidence on society as a whole. Again, it is also necessary to establish strong institutions: social, political and economic. Institutions establish the proverbial "rules of the game" where everybody under equal circumstances would be subjected under same catalogue of rules and regulations. Accordingly, rational people would recast their behaviour in accordance with the established rules. Rules and justice are designed to manage the affairs of collectivity smoothly. It follows that for establishing justice convincingly, a sincere goodwill is necessary, but not enough: goodwill is very much dependent on human dispositions that vary from person to person. It would need strong institutions based on checks and balances, where everybody will be bound by conduct and rules, so that personal choices do not come in the way of proper administration of justice. Partnership for the Goals

113 All the efforts above are not individual-centric: it needs concerted efforts by governments, media, civil society, non-governmental organisations, business together to meet the challenges and realise the visions of SDGs – both locally and globally. As social beings, it is necessary to understand that everything valuable in life is not detached from its social context. True, individual rights, privacy and agency are important, but they too are respected and recognised because of their overall social acceptance and resonance. In other words, our sense of rights, privacy and agency are important because it gains social recognition. It follows that our existence is secure because of our partnership with the greater society and community. At the same time, societies also cannot afford to remain disconnected. Hence, various societies and states enter into different types of partnerships to realise the common goals of global peace and prosperity – broadly defined. Conclusion Sustainable development has arisen as a critique of conventional understanding of development; yet it also added new dimension to the issue of development, by placing it in the broader socio- economic and political context. Initially, the discourse of sustainable development focused on major environmental crises of industrial civilisation: depletion of natural resources; pollution of air, water and soil; and climate change. Subsequently, such an "environment-only" understanding appeared to be problematic; hence, attention was turned on broader socio-economic and political issues, to complete the agenda of sustainable development. The United Nations adopted "Sustainable Development Goals" (SDGs) in the year of 2015, to be attended by the year of 2030. SDGs, phrased in a very catchy terms, does aptly sum up the features and significance of

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sustainable development: "No poverty; Zero hunger; Good health and well-being; Quality education; Gender equality; Clean water and sanitation; Affordable and clean energy; Decent work and economic growth; Industry, innovation and infrastructure; Reduced inequalities; Sustainable cities and communities; Responsible consumption and production; Climate 114 action; Life below water; Life on land; Peace, justice and strong institutions; Partnership for the Goals".

The catalogue above aptly reflects the present meaning of sustainable development. Conclusion ? Sustainable development as a critique of the conventional notions of development ? Yet, it has enriched the understanding of development ? Sustainable development has initially focused on environmental degradation ? Yet, the environment-centric understanding of sustainable development is incomplete ? The "Sustainable Development Goals" (SDGs), as formulated by the United Nations, provides a useful benchmark to have a comprehensive understanding of sustainable development Glossary Agency – the capacity to define one's priorities and act upon it. Air pollution occurs when the air is filled with aerosols and toxic gases. Bio-degradable – living beings and materials which does decompose naturally; the static and non- living beings, such as plastic, do not decompose into nature – they remain a foreign element and unless used properly, become burdens on the environment. Checks and balances – in-built institutional arrangements whereby one arm of the institution keeps eye on the other, so that none of them become too powerful and autocratic. For example, in parliamentary democracies, the legislature controls the executive; judiciary keeps eye both on the executive and legislature; again, the judicial officials are appointed by the legislature and executive. Climate Change – refers to the situation where the course of climate becomes erratic and unpredictable across the globe, affecting both developed and developing countries alike. The spread of rapid industrialisation, urbanisation and extraction industries; fast depletion of forest cover; and increasing levels of pollution – particularly in developing countries is attributed to climate change. 115 Community – in original sense, community refers to close contact between people, arising from their living together and having face-to-face relations. In other words, the term community arises from communication. The definition/concept is now much enlarged, as the means of communication has enhanced significantly: human beings get connected in a number of ways: electronic media, social media and son on; and, on a number of issues: faith, religion, region, language, hobbies – the catalogue is endless. Direct and indirect taxation – direct taxation is the tax earned from income. Indirect taxation occurs from the proceeds on various sales and services, which people use for consumption. The volume certainly increases when people earn more money. Global Warming – related to climate change, it is observed that the average temperature of the earth has been increasing steadily and gradually, leading to the melting of icebergs. Often, fear is expressed that this phenomenon may lead to the submergence of many coastal cities in the Asia- Pacific region. Greenhouse gases – '

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Gases that trap heat in the atmosphere are called greenhouse gases',

most notably Carbon Dioxide (CO 2), Methane (CH 4), Nitrous Oxide (N 2O) and Fluorinated gasses, that leads to depletion of ozone layers (EPA, 2019) and contribute to global warming. References Ghosh, Sujay. "Democracy and Human Development: Recent Legislation in India", Development Policy Review, 34.4 (2016): 539-561. Loubser, R. and C. Steenekamp. "Democracy, Well-Being, and Happiness: A 10-Nation Study", Journal of Public Affairs, (2017) DOI: 10.1002/pa.1646 SDGs Booklet (undated) https://www.undp.org/content/dam/undp/library/corporate/brochure /SDGs_Booklet_Web_En.pdf (accessed 6 March 2020)

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116 Shrivastava, Paul and Stephanie Berger. “Sustainability Principles: A Review and Directions”, Organization Management Journal, 7.4 (2010): 246–261. World Poverty (2020) https://worldpoverty.io/map (accessed 9 March 2020) Sen, Amartya. Inequality Reexamined (New Delhi: Oxford University Press, 1999). Sen, Amartya. Development as Freedom (New Delhi: Oxford University Press, 2000). Joshi, Natasha. (2020) “Why Indian children can't read”, in: https://idronline.org/why-indian-children- cant-read/?utm_source=India+Development+Review& utm_campaign=2f59c1a23e- EMAIL_CAMPAIGN_2019_10_01_10_28_COPY_01&utm_medium=email& utm_term=0_2be9adb 876-2f59c1a23e-80731243 (accessed 14 March 2020) CDC Report (2016) “Global WASH Fast Facts”, in: https://www.cdc.gov/healthywater/global/wash_statistics.html (accessed 14 March 2020) Keane, John (1994) “Democracy and the Media- Without Foundations”, in David Held (ed.) Prospects for Democracy: North, South, East, West (Cambridge: Polity), pp. 235-253 Model Questions The following questions carry marks of Six (06) each: 4. Initially, what were the major concerns of sustainable development? 5. What was the background for formulating the SDGs? 6. Explain the concept of Community. The following questions carry marks of Twelve (12) each: 4. How sustainable development offer critique to the conventional notions of development? 5. Explain how poverty and hunger are important issues in the discourse of sustainable development. 6. Point out the political dimensions in sustainable development. The following questions carry marks of Eighteen (18) each: 4. Explain how do the SDGs articulate the features and significance of sustainable development? 5. Explain the necessities of: (a) strong institutions; (b) checks and balances; and (c) the partnerships in achieving sustainable development.

117 6. Evaluate the complete catalogue of SDGs. Unit – IV Sustainable Development: Select Case Studies Structure: 10 Introduction 11 Cases of global dimension 12 Cases of local significance 13 Conclusion Introduction In the previous chapters we have first discussed the multidimensional and complex nature of development in academic sense. Then we have also discussed the concept and features of sustainable development in detail. In this section, we shall discuss how sustainable development is relevant to society – particularly for those majority of people who are not regularly in touch with the academic world of studies and research, but who from their lived experiences, from their reflection on life, livelihood and survival issues, have significantly enriched the concept of sustainable development. I shall mention here five cases – all from various parts of India. The first three have global implications – they have been discussed in various international forums over many years, both in academic and policy making circles. The next two have taken place in various places of West Bengal. All these issues will reflect another point: it is true that they have started being articulated from the 1970s, but they have heavily drawn resources from local history, geography, culture and accumulated experiences, than the theories of sustainable development. It follows that even before

118 the issue of sustainable development was articulated and framed at policy-making and academic circles, the spirit of sustainability was ingrained among people. In these cases, we will find that they are very much related with the daily survival and well-being of the local community, who have undertaken pains to protect their life, livelihood and environment. Objectives In the previous two chapters, we have studied various theoretical dimensions of sustainable development. However, so far we have not emphasised that sustainable development is an issue that touches the life of ordinary people, it is part of their existence. In this chapter, we shall present five case studies: three at national level with clear global dimensions; and two at state level. There we shall find that people’s creative engagement with nature and livelihood has extended the meaning of sustainable development comprehensively. Cases of Global Dimensions In this section, we shall discuss three movements in various parts of India that have captured global attention and added various meanings to the concept of sustainable development. As much as possible, we shall follow the pattern developed by a lead scholar who has documented the particular cases, for having the maximum information and a ground-level understanding of the cases – that will be our text-level reading. This however, does not prevent us to draw reference from other works. Narmada Bachao Andolan Narmada Bachao Andolan (NBA) is an environmental movement that soon acquired global significance. The movement has been succinctly documented by Smita Narula (2008). The river of Narmada traverses through three states: Gujarat, Madhya Pradesh and Maharshtra. In the year of 1978, the Indian Government started working towards “Narmada Valley Development Project” – an

119 ambitious programme to build 30 large, 135 medium and 3,000 small dams, with promises to generate hydroelectric power over the entire region; irrigate over six million hectares of land; and providing potable water to around 40 million of people. However, such appeal for a "common good" also had severe costs on human ecology and civilisation. The project was sanctioned by the Narmada Water Disputes Tribunal that was set up in 1969: interestingly, no social or environmental scientist was part of that tribunal. In Gujarat, it is known as "Sardar Sarovar Project" (SSP), whereby several people, mainly from the tribal community who have lived in the area for centuries, faced the spectre of being displaced. SSP's plan to erect a 455-feet high water reservoir threatened a massive ecological damage: about 37,000 villages feared submergence in three states, which included the entire biodiversity in the area. The In Gujarat, a "land for land" deal was proposed, but it worked to the advantage of people having land titles: thus recognised as "legal landowners"; many poor households and tribal communities, on the other hand did not have land ownership records. In addition, not adequate land was available for resettlement; there were also difficulties in getting psychologically adjusted with local communities in new areas; and amenities were substandard. Many people eventually returned to their original homes; and found some of them in submerged condition. In 1985, the World Bank agreed to finance the project; and stepped in as soon s the Tribunal approved the project; without any consultation with the affected communities. This added an international dimension to the issue, because many foreign actors got involved; the resistance attracted attention from the international community. The World Bank was expected to formulate policies in approving loans that must include ensuring the continuation of prevailing standard of living for displaced people; and also take into account the ecological costs. In practice, that did not happen. In protest, local opponents, people from academic, scientific and cultural worlds as well as the activists from various civil society organisations (CSOs) formed a joint forum: the Narmada
120 Bachao Andolan (NBA) – set up in 8 March 1988: the International Women's Day. Protest groups in all three states had drawn the support of people hailing from a variety of backgrounds, who were affected by the Project: students, youth groups, social activists, Indian NGOs, international NGOs and transnational networks. Prominent social activists like Medha Patkar took lead in organising the protests. The dam was completely opposed in Maharashtra and Madhya Pradesh as well. In Gujarat, NBA contested government's claims of providing water to drought-prone, arid Kutch and Saurashtra region: instead, the political and economic elites of central Gujarat were likely to be the major beneficiary. NBA adopted a two-prong strategy for its struggle: nationally, it opposed big dams and proposed alternatives like decentralised "water harvesting" (Narula, 2008: 352). When the project had finally started, it "operated simultaneously at the grassroots, national and international levels" (Narula, 2008: 359). They started with Gandhian methods: peaceful marches and protests; refusing paying taxes; denying entry of government officials except teachers and doctors; knowledge gathering; contesting governmental claims (such as, instead of 7,000 families as claimed by the government on SSP, 100,000 families risked displacement); "jal samarpan" (in English, "surrender to water") – refusing to move away when rising rivers have started inundating. In retaliation, the government unleashed severe brutality and police violence. The slogan that was raised during this period – "Vikas chahiye, vinash nehin" (Narula, 2008: 363), sums up the spirit of sustainable development: we want development, not destruction. At global level, social activist Medha Patkar, leading the movement visited the World Bank officials in Washington in 1989 and raised questions on the Bank's accountability on getting involved in a project of such scale that entails severe human costs. A Japanese NGO – Friends of the Earth conducted a field visit in the area and raised the issue in a Symposium in Tokyo, which attracted global attention. Within a few days, Japan's Overseas Economic Cooperation Fund had withdrawn from the Project; and the Japanese Parliament pressurised upon the World Bank to withdraw. The World Bank was on the horns of dilemma: on one hand, it has committed a huge investment; on the

121 other hand, the human and ecological costs were too obvious to ignore. Subsequently, an independent Commission was set up, which recommended the World Bank's withdrawal; as a result, the World Bank had withdrawn in 1993. The movement activists consider this as a "milestone" (Narula, 2008: 353), but that also ended the government of India's accountability to the global community. The movement gradually lost its international appeal. After a series of judicial battles, the Supreme Court asked the government to settle the matter. NBA thus clearly extends the case for sustainability: people from both the poor and middle- class background have participated in a bog way. In addition, the involvement of socially-sensitive intellectuals has taken the issue to a global level. It is true that the World Bank's withdrawal had legally exonerated the Government of India from any accountability at international level, but the World Bank's engagement with such a thorny issue have made them aware of global public opinion on environment and livelihood issues; and thus prepared them towards a new regime of accountability. As a result, it is mandatory for every industrial project – globally or nationally, to have social and environmental clearance. Chipko Andolan Alongside the NBA, Chipko Andolan is one of the greatest environmental movements in India, with massive participation by women, on the issues of environmental protection, livelihood and culture. It started in the hill regions of Uttar Pradesh, now carved out as a separate state – Uttarakhand. Though it was part of the undivided Uttar Pradesh, for the sake of our discussion, we shall describe the place as Uttarakhand. Nested on the lap of the Himalayas, It has three regions: Tehri, Pauri and Kumayun. Prominent social scientist Ramachandra Guha has recorded the Chipco movement in detail. Various local circumstances having serious socio-economic and environmental implications can be found in the growth of Chipco movement. There was a devastating flood in the area in 1970, which subsequently provided as the empirical foundation for the movement. In the Alakananda valley,

122 that flood wreaked havoc: land, paddy fields, bridges, roads and tourist buses – all were destroyed in huge quantity. Later, people in the affected areas, particularly the villagers understood that massive erosion of forest cover had led to the damage, because the open space provided easy expanse for the river. Organisations like Dashauli Gram Swarajya Sangh (DGSS), formed in the mid-1960s for generating employment to local youths, stepped in to generate awareness among local population. DGSS was engaged in producing resin, turpentine, agricultural implements and selling medicinal herbs in meagre ways. In 1973, they requested the forest department "for an allotment of ash trees" to produce "agricultural implements"; the forest department did not honour the request; instead allotted the trees to a large company. This has resulted in the organising of local youth, who, under the leadership of DGSS held "several meetings in Mandal and Gopeshwar to discuss possible action" (Guha, 2002: 427). They thought about direct action methods like burning resin and timber depots; or, blocking the movement of trucks. At this point, a village headman, Alam Singh Bist proposed about embracing the trees – this act led to coining the word "Chipco" (to hug or embrace). The forest authorities and the company tried to negotiate, offered some compromise, but the movement continued. In Reni forest near Joshimath, Pauri Garhwal, about 2000 trees were earmarked for felling, scheduled towards the end of March 1974. GSS workers contacted the village authorities – the village pramukh Govind Singh Rawat, from the Communist Party of India; meetings remembered the devastation of the 1970 flood. Village women adopted the Chipco technique and college students in Gopeshwar threatened to join them. The forest officials, instead of any honest discussion, were misleading the villagers and making way for the companies to surreptitiously fell the trees. Women in Reni village came forward, stopped the contractors; the latter abused and threatened them, but they refused to leave. "When the women refused to budge, the men were eventually forced to retire" (Guha, 2002: 429). These events had also shaken the central government: instead of taking it as a tussle between villagers and contractors, it was seen in the perspective of peasant movements, where

123 people were protecting their sources of livelihood from state's encroachment. Also, the government started reviewing its policies to grant permissions to large paper mills whose raw materials were sourced from forests. At the same time, Chipco movement started spreading in The Kumayun region which witnessed massive landslide in 1977 in Tawagat – "a village situated close to the India-Nepal Border" (Guha, 2002: 432). The movement here was led by Uttarakhand Sangharsh Vahini (USV). The government unleashed massive police repression as well as anti-social elements to quell the movement; on the other hand, 5,000 and 6,000 chir trees in two were earmarked for felling. USV demanded a complete ban on the export of raw materials from the area. Once again, the Chipco method was adopted. Their sustained pressure finally led to the cancellation of these programmes. The Tehri region also witnessed devastating flood in 1978; and where 2500 trees were earmarked for felling. Activists bandaged the wounded/cut areas of the trees. In a word, the entire Uttarakhand region was then engulfed by Chipco movements. Finally, there were two "moral contents" of Chipco movement: one, the labourers who came to cut the trees, but abandoned by their contractors, were fed and taken care by the local population. They were sent back to their homes in the neighbouring Himachal Pradesh after the labour commissioner arrived. Secondly, the movement did not even allow processing the timber that was cut before the movement started. It was allowed only after the authorities recognised their demands that local population must have the timber rights first. In terms of global reach, Chipco movement was not as large in scale as the NBA, but the issues it raised are equally powerful. The movement has shown how ecological and geo-climatic issues are related to local well-being and livelihood. In the history of environment movements, both in India and the world in general, Chipco movement occupies a space, with the message that there is no conflict between environment and human beings, unless greed takes the place of need. Self Employed Women's Association (SEWA) SEWA is a movement of a different type, comprised by women. It started as a labour union in 1972, initially based in Ahmedabad. It was comprised of women: "vegetable vendors, bidi (small Indian
124 cigarette) rollers, head-loaders and paper trash collectors – people who work for meagre wages, are highly vulnerable to labour market fluctuations and are the poorest of the poor" (Sommer, 2001: 56). In India, 92 percent of employment occurs in the informal sector, but they contribute to around 63 percent of gross domestic product. In the early 1980s, street vendors in Ahmedabad faced rampant evictions and extortion, both by police and municipal authorities. SEWA organised them; and in the methods of cooperative activities, led a judicial battle. Finally, it was successful in securing vendors' rights. SEWA's founder – Ela Bhatt became a recognised international figure; as she attended several international conferences and conventions to champion the cause of street vendors. Later on, in 1996, the International Labour Organisation (ILO) "voted for a worldwide convention to accord them full rights as workers" (Sommer, 2001: 66). Many countries emulated the SEWA model subsequently. Later on, SEWA expanded its activities to rural areas; it took a two-prong strategy for empowering women: in addition of protecting labour union rights, the other area where SEWA worked was income-generation. Later on, the government of Gujarat invited SEWA for service delivery activities. For example, a foreign-aided pipeline project failed to deliver water to affected people. SEWA stepped in, involved local women to change the situation – the water supply had improved thenceforth. It particularly emphasised on "nutrition, literacy and control of assets" (Sommer, 2001: 58). Among the income-generating activities, women were trained on embroidery, crafts and artwork that had ready markets, both at home and abroad. Moreover, their concerted efforts contributed in raising wages, both for agricultural and non-agricultural works; generating awareness on the cleanliness of areas, particularly slums, for preventing disease and illness. Finally, SEWA also created a bank, to address women's issues such as housing and family with financial support (Sommer, 2001). SEWA thus presents another type of sustainability efforts, where people's livelihood is secured. At the same time, it leads consciousness to other dimensions such as public health, hygiene

125 and clean environment. This movement has also been globally acclaimed, for its successful advocacy and organisation of people from marginalised section. In this section, we find that despite thematic variations, people used non-confrontational means to claim their rights and reclaim their place in the society. This also adds another dimension to sustainability: confrontation means the defeat, a sense of loss; whereas advocacy, peaceful protests keeps the window of cooperation and conversation open. Cases of Local Significance In this section, we shall discuss one movement and a voluntary, civil society effort – both in West Bengal: they also have enriched the concept of sustainable development substantially. Saraswati Nadi Bachao Andolan Saraswati Narmada Bachao Andolan (SNBA) is a movement that had taken place in Howrah and Hooghly districts of West Bengal which reflect local people's understanding that environmental protection do not quarrel with livelihood issues. The impact of this environmental movement is localised, probably not very successful, but that does not diminish its stature – it is built upon concerted community efforts, reflecting local people's urge for the upkeep and betterment of their community. This author has undertaken the study that is based on the time when the movement was on progress – SNBA in fact presents a model of sustainable development because it aims to protect natural resource base, by reviving a near-extinct river. Saraswati River has been mentioned in early Bengali literature texts, such as Mangal Kavya: some parts of the river were navigable even till the 1960s – people used it for bathing purposes as well. In the May Day of 1998, the Saraswati Narmada Bachao Committee (SNBC) was formed to carry forward the movement. It adopted several strategies: mobilising people, with sharing ideas, information and reference to cultural symbols; fighting judicial battles. Throughout, they used advocacy as a method for negotiation; they also have

126 tried to forge alliance with like-minded organisations, such as Maurigram Paribesh Suraksha Samiti (Maurigram Environmental Protection Council) – this organisation has successfully stopped a polluting meat-processing unit in Maurigram. People were mobilised through massive propaganda, leaflets and several public meetings. The activists referred to the history of the river – that once upon a time it was one of the greatest rivers in south Bengal and was in a healthy shape till the 1990s. At the same time, they pointed out severe pollution that posed a health hazard: "Almost every type of waste – hyacinth, wastages from religious places, animal corpses, human excreta, medical wastes from adjoining nursing homes (private hospitals), and plastic products – are indiscriminately thrown into the river. The river is also used for washing cattle and innumerable service latrines exist along its banks" (Ghosh, 2011: 548). In a word, the river was definitely on the way to death; hence SNBC raised alarms. They particularly pointed out two immediate actions: (i) freeing the river banks from encroachment – it was 77 kilometres long; hence many private properties have developed by encroaching on the river space; (ii) de-siltation of river bed, because that primarily contributed towards clogging the course and movement of river. Culture was also used to provide symbols for mobilisation: with reference to ancient past, people were reminded on its heritage. Religious symbols, particularly Hindu traditions were also invoked: the river had place in Hindu mythology. One way of mobilisation was blowing the conch shells together on particularly mornings, for generating awareness. Several local literary works, though in small scale, have blossomed. History was invoked to remind people that the River was used for transportation, cultivation, fishing and several other economic activities. SNBA promised of bringing them back once again. The total vision, thus promised of reviving a sustainable economy. At the same time, SNBC activists had painstakingly collected facts from archival resources and various government departments. Their point was to prove the existence of the river. When their appeal to appropriate government departments failed to gain any substantial progress, they initiated a judicial battle. Some lawyers were associated with SNBC – they did not accept any fee,

127 rather offered their services at free of cost. In 2006, the Calcutta High Court ordered the district administration to take immediate steps, such as de-silting the river and free the river bank from all illegal encroachment. At this point of time, SNBA also engaged in intense advocacy with people explaining importance of the issue. However, though the movement continues in a small scale even today, its success is limited. If present situation is any indication, there is not much possibility for progress, though dredging for de-siltation had occurred in some places; and in very few places, encroachments were removed. Even during the most optimistic days, its appeal was limited mainly in three blocks: Sankrail and Domjur in Howrah; and to an extent, Singur Block in Hooghly. There too, it did not take shape of a "mass movement" – it was mainly limited among few activists and the educated section of people. However, that does not belittle the vision and initiatives of people who started the movement; and we may note that there are very few examples in human civilisation where people struggled to revive a lost river. Sustainable Education: A Voluntary Effort At present, a visible section of people, particularly those belonging to historically deprived socio- economic background, are quite conscious about quality education for their children, particularly the education that will equip their children to come to terms with this extremely competitive, opportunity-scarce world. Education will enable their children to take advantage of scanty opportunities; enhance social prestige; may take their families out of poverty – in a word, contribute to overall socio-economic mobility. In this background, following a study (Ghosh, 2015), we shall discuss an endeavour taken in the remote part of North 24 Paraganas district, where children from extremely poor background benefit from quality education. An NGO, Development Research Communication and Services Centre (DRCSC), based in Kolkata operate in many parts of West Bengal through a network of CBOs. One such CBO is Swanirvar, which works in Adharmanik village and adjacent areas in the north 24

128 Paraganas district. Most of the people were from overwhelmingly poor socio-economic background; from Scheduled Caste or Muslim communities: agricultural workers, marginal farmers, scrap collectors and other types of people lying at the bottle of socio-economic pyramid. Swanirvar offered free coaching to these children, on the condition that they will devote certain hours of time every week for Swanirvar activities – they involved "learning-by-doing" type activities; mainly game-type brain teasers. With these children, Swanirvar started an innovative programme: 'Ecology and Natural Resource Education' (ENRE). Accordingly, children were asked to tell the names of the birds – as many as they could. They were asked to compile the list by asking names from their family members, particularly the elderly. Some of them were found to be imaginary, but interestingly, some names were found out which existed a few years back. This motivated the children to ask questions: what happened to them? The process of acquiring knowledge starts from asking questions and then, follow-up for answers. Accordingly, some other issues came up: many birds are on the way to extinction. Hence, concerted efforts were necessary to find out the reasons and arrest the process. The major reasons were identified: rampant use of fertilisers and other insect-repelling chemicals; the changed housing patterns; and poaching birds. As a follow-up action, a group of volunteers were formed from these children, who had undertaken a number of activities to reclaim the ecological assets of the community. They created "nests" with discarded packing box, stuffed straw and hung them into various points of the tree, so that birds could lay eggs there. Generally, Swanirvar specialises with using the waste-materials for various goods: such as hyacinth waste is mixed with rejected paper, so that it became a packaging material. Or, rejected coconut-oil cans are made toys for children. At the same time, Swanirvar volunteers confronted many social evils like poaching birds, open defecation and like. Through their constant advocacy – engaging into discussions, persuasion and arguments, they have been able to stop those practices in the area. On the other hand, they also have added value to the community by creating maps of village resources, such as sources of water, fodder and other utilities known as 'Village Miocroplanning Report'; creating school libraries – both

129 by collecting books and tracking the defaulters; and organising various community programmes. When girl students, mostly from Muslim communities, participated in cultural programmes like puppet shows, there had been strong opposition from local religious leaders; but they continued – in the long run, it generated much confidence among the children. Swanirvar also came to the help of local schools – when they were devising environment-teaching curriculum, Swanirvar offered the helping hand, both with subject matter and methodologies for their implementation. Both SNBA and Swanirvar represent micro-level cases, where impacts are largely limited in a small local horizon: it certainly did not go to the national level, not even the state level; in fact, it is doubtful whether many in the respective districts are aware about them. Still, they represent the impulse of sustainability, of protecting the nature and community. It is not necessary that any such endeavour must attain global dimensions; rather this indicates that innumerable such efforts in various parts of the country are undertaken by local people with the motivation to make our earth a better place to live. Conclusion In the previous chapters, we have discussed various theoretical and normative dimensions of sustainable development. However, even before the issue of sustainable development became fashionable at academic and policy-making circles, people have understood its values for long, from their lived experiences – as these are the issues related to their livelihood, survival and overall well- being. We have discussed five cases above: the first three were the large-scale community efforts, where people got into act for sustainability. NBA reflects the critique of conventional, top-down notions of development patterns and thinking – the material and human costs it involved, soon attracted global attention. The involvement of internationally connected social scientists had helped NBA to attain a global dimension quickly. The Chipco movement also offered a critique of profit-

130 centric philosophy of modern development; and SEWA presented a model of sustainable livelihood both at rural and urban settings. They too had gained global acclamation. By contrast, the SNBA and Swanirvar were much lesser known endeavours: but they also have done the precious things: far away from urban metropolitan centres, they have generated awareness and active participation of local communities, in some cases, extremely poor people, on the necessities of sustainable development. Summary ? This chapter records common people's association with sustainability. ? NBA is a long-drawn people's struggle against the proposal of a large dam, which would destroy livelihood bases, civilisation of many marginalised people for ever. ? Chipco movement is another long-drawn struggle that had successfully thwarted the indiscriminate felling of trees, which threatened to destroy the local eco-system and livelihood-base for ever. ? SEWA is an example of marginalised people joining together for security on livelihood. It gradually extended to other spheres strengthening the cause for women's empowerment. ? SNBA was a movement aimed to reclaim a river that was virtually lost. ? Swanirvar presents a lively case of sustainable education among extremely poor and marginalised people living in remote villages. Glossary Civil Society Organisations (CSOs) – refers to those organisations who work in the civil society, separate from the state and government agencies. Generally, Non Governmental Organisations (NGOs) and their several varieties, such as the Grassroots Organisations (GROs), Community based organisations (CBOs) are the CSOs.

131 Advocacy – the process of engaging into continuous dialogue with opponents for achieving common good through negotiation and mutual accommodation. Learning-by-doing is a concept in the philosophy of education which requires students to learn the subject matter by practically experiencing its application-part. References Ghosh, Sujay (2011) "Protecting Natural Resources: Course of a River Movement", Community Development Journal, 46 (4): 542-557. Ghosh, Sujay (2015) "Learning from Community: Agenda for Citizenship Education", Education, Citizenship and Social Justice, 10 (1): 25-36. Guha, Ramachandra (2002) "Chipko: Social History of an 'Environmental' Movement", in: Gahnshyam Shah (ed.) Social Movements and the State (New Delhi: Sage), pp. 423-454. Narula, Smita (2008) "The Story of Narmada Bachao Andolan: Human Rights in the Global Economy and the Struggle Against the World Bank", in: https://pdfs.semanticscholar.org/450b/ce4bb337d4aae63f30333bb9c2a1f7f7b79b.pdf?_ga=2.1287246 20.1449245655.1585050772-545904184.1585050772 (accessed 24 March 2020). Sommer, John G. (2001) Empowering the Oppressed: Grassroots Advocacy Movements in India (New Delhi: Sage). Model Questions The following questions carry marks of Six (06) each: 7. How livelihood is important in sustainable development? 8. Discuss the role of World Bank in NBA? 9. What was the background for Chipco movement?

132 The following questions carry marks of Twelve (12) each: 7. What were the core issues of NBA? 8. What were the core issues of Chipco? 9. What were the core issues of SEWA? The following questions carry marks of Eighteen (18) each: 7. Mention the major efforts for sustainable development in India. 8. Evaluate the implications of NBA, Chipco and SEWA movements towards sustainability. 9. Evaluate the implications of SNBA and Swanirvar towards sustainability. Unit – V Limitations of Sustainable Development Structure: 14 Introduction 15 Critique of Sustainable Development 16 Challenges to Sustainable Development 17 Conclusion Introduction In the previous chapters we first have started discussions on the concept of development; in the subsequent chapters, we also have discussed the various dimensions of sustainable development in detail. In this chapter, we shall attempt a critique of sustainable development. Critique, as we know, is not intended to discredit an idea; nor is it any attempt to repudiate the concept or ideal. Rather, it is an attempt to find out the prevailing limitations and explore how the concept may be achieved in more realistic and substantial terms.
133 This is two-part effort: first, to we need to find out the limitations of sustainable development; second, identifying the challenges that sustainable development must overcome. On that basis, we may think about improvisation, as sustainable development continues to be one of the most discussed issues in contemporary world; the recent outbreak of COVID-19, popularly known as Corona epidemic has brought the entire world into a virtual standstill for months. It also provokes us to reflect upon the question of development, where sustainability in the long run, which already has a strong moral foundation, is likely to acquire acceptance as a practicable policy. For example, a Bengali newspaper has made a photographic reporting, showing significant improvement in the air quality of many cities in India, during the lockdown period, when the entire country was virtually shut down, traffic was stopped and common people went out of home for essential needs only (Anandabazar Patrika, 2020). Hence, it is quite pertinent to have a stock-taking, to identify its' weak areas and attempt to address them. Critique of Sustainable Development We shall now examine the issues against sustainable development. We shall follow the five-point list prepared and presented by Hopper: (a) conceptual ambiguities; (b) growth centric; (c) North-South differences; (d) legitimacy issues; and (e) inadequacy (Hopper, 2012: 221-224). The list gives us a useful guidance on the issue. Conceptual Ambiguities There are significant differences on the meaning and scope of sustainable development. Till now, as many as "seventy-two definitions of sustainable development have been identified" – each offering their own perspectives "with varying degrees of rigour" which in the long run, may render the term meaningless (Hopper, 2012: 221-224). Each country has their own interpretation of sustainable development, often loaded with heavy normative dimensions. In democratic consciousness, pluralism is certainly a valued concept: it applies to international society as well; but at the same
134 time, any programme that depends upon collective endeavour must have certain points of agreement. Similarly, a plural understanding of sustainable development is necessary, but at the same time, it requires that differing opinions and perspectives would evolve some universally acceptable standards for being workable. A fluid conceptualisation of such an important does not augur well – in fact, it is dangerous in the sense that if the concept of sustainable development is lightened, its appeal would certainly be driven to backseat by vested interests that profit from the violation of environmental and other ethical norms of economic activities. It is necessary to bear in mind that sustainable development also involves varying degree of sacrifice. People, who benefit from the existing order more, are likely to lose more under a vibrant regime of sustainable development. Hence, conceptual clarity, clarity in aims and objectives, as well as clearly defined objectives and their realistic application – all are of utmost necessity. Growth Centric Concept The concept of sustainable development is also criticised for its too much preoccupation with the question of growth. It puts too much emphasis on issues like Gross National Product (GNP) – as a result, the idea of sustainability runs the risk of being diluted. We may note that the initial impulse for sustainable development came from the devastating effects of the growth-only model of development. As a result, the concept of "green GNP" is being mooted, whereby issues like environmental decline, resource pollution would be counted while measuring the GNP. This way, the idea of sustainable development extends the concept of 'growth with justice' – the concern which begins with the question: "what are we leaving for our next generation"? Among the resources available on earth, environment is certainly the most precious one. Hence, for its success, sustainable development must not allow itself to fall in the trap of growth-only model of development.

135 North-South differences There are significant disagreements in the perspectives of the global north and the global south on sustainable development. Citizens in the global north enjoy higher standards of life; and those countries have already developed themselves. May countries in the global south find the terms and conditions of sustainable development as threat to their autonomy to pursue development – they find it unfair that the onus of global well-being is turned into them rather unilaterally. They have to deal with poverty of many people where survival is also at stake. Again, it is the global north which damages the "global commons" to the maximum – the climate. The global north in turn insists that sustainable development is meant for common good whereby the global south will also stand to benefit. When differences reach at the level of normative concerns, it is very difficult to reconcile. This is a serious challenge before sustainable development. Legitimacy Issues The discussion above thus brings out the issue of legitimacy, as Hopper (2012: 222) asks: "Who decides?" the global north or global south? National governments or international organisations? At the same time, question arises on the conflict between the mandates of sustainable development and the attainment of decent standard of material life in many countries. In addition, there have also been allegations that many companies violating the principles, despite rhetoric of sustainable development. Once again, problems of normative dimensions come to the fore – hence they look irreconcilable. Inadequacy Finally, it is said that the idea of sustainable development is not enough: it does not address the question of environment adequately. Economic development would certainly lead to resource depletion and pollution. Hopper quotes Lovelock who suggests a retreat from the current development process, such as stopping the use of fossil fuel; and switch over to nuclear energy
136 which may emit less carbon. However, Lovelock is criticised for having ignored the question of nuclear waste (Hopper, 2012). In sum, it appears that sustainability may at best, slower down the process of resource depletion, but cannot stop it ultimately. In recent times, there had been discussions on green technology, but not much headway has been achieved. Sustainable Development: Limitations and Challenges Ahead In the last section, we have pointed out the critique of sustainable development. Following the same trend, in this section, we shall further identify the limitations and pervasive challenges to sustainable development. They are mostly found in the developing countries, but the developed countries – broadly known as the global north, are not totally immune from these. At times, the problems are so pressing and grinding for many people in the world, that sustainable development often appears like a distant luxury – its vision and ideals seems to be at conflict with their everyday realities. A survey on the concept of sustainable development must have informed us that this dichotomy is false, but unless the ground realities are met, it would be difficult to convince. The issues are quite familiar, but we must acknowledge Fernando (2003) for stitching them together. No Alternative to Capitalism The greatest threat to sustainable development, as we have seen from our discussion so far, is the rampant corporate greed – the mad rush for maximisation of profit drives many captains of global industrial and financial powerhouse to ruthlessly exploit natural resources and pollute the environment. In developing world, it happens in much more rampant and brazen manners, where environmental laws and protocols are observed more in breach than in practice. The same Multinational Corporations (MNCs) which are quite law-abiding and environmentally responsible in their home countries find no constraint to violate them in developing countries with impunity. In that pursuit, they often work in collusion with power elites – politicians, leaders and bureaucrats in various developing countries.

137 Question arises: why does it happen? Why people from the third world or global south must bear the brunt of corporate greed? These questions are ideologically sound, but reality has a different story. First, in these countries, not only global corporations, but indigenous companies and capitalists also pursue the same path. Other centres of power in society, such as the politicians, bureaucracy are also entangled in this system. Media and Civil Society Organisations (CSOs) play ambivalent roles: some of them oppose the system, yet some others support them. As a result, concerted protests against such practices are not that strong. Secondly and more importantly, when and where poverty and hunger is endemic; and immediate survival is at stake, people tend to ignore environmental concerns for apparently pressing benefits like food and other basic human necessities which can be bought with cash. As a result, the appeal of environmental concerns or other aspects of sustainable development becomes weak. It is rendered further weaker by groups who benefit from such a perverse system: people speaking about environmental concerns or sustainable development are branded as elitists having no idea about life of common people; or, having vested interests on stopping the process of development. We need to view this entire picture in a larger perspective. In fact, despite many vices that are associated with capitalism, we have no better alternative that can generate prosperity at shortest hour. Here the argument goes that if prosperity is generated, it will trickle down and more people will have opportunities to participate in market operations to improve their material conditions. The alternatives to capitalism have failed miserably: welfare states have returned to market operations; communist countries like China in practice, pursue the path of capitalism – the difference is that it does not allow democracy; and China is also one of the major contributor to global pollution. The erstwhile socialist countries who have proclaimed social ownership of the means of production, like the Soviet Union, has even worse record towards sustainable development and ecological responsibility. For example, the nuclear accident in Chernobyl was attempted to be hushed up.

138 Urbanisation, Migration and Related Problems As the human civilisation advances, there is a steady progress towards urbanisation: it starts with commercial activities; then spreads into many other human amenities, such as habitat, religious needs and pilgrimage, education, entertainment and various other opportunities for socio-economic mobility. Since time immemorial, many people, who were bold and ambitious enough had moved to cities in search of better lives and opportunities. The entire process received tremendous momentum with the arrival of industrial civilisation, as the range and scope of human activities multiplied manifold. New cities have developed; and agriculture became secondary in many countries. Yet, the landmass remained the same. Cities developed at the expense of villages and forests. At the same time, migration to cities had enhanced manifold, because people wanted to have better qualities of life and also break away from the oppressive structures of rural society. That however, did not necessarily mean much improvement in the quality of life for all: infrastructure in cities were under tremendous pressure – as result, basic amenities like housing, water, healthcare, education were inadequate; and above all, the poor remained mired into poverty almost perpetually. The differences in wealth and income were present in rural life too, but the mobility generated by urban life, accompanied by the display of prosperity in few pockets stands in sharp contrast before the huge pool of toiling masses: they could experience and feel the disparities. This in turn, created serious social tensions and fissures. Added to this are another host of complications, such as ill-health, crime, violence and often, abject deprivation and absence of adequate opportunities. The deprived section of people had to put up with poor quality of healthcare, education, transport facilities and other amenities that improve the overall quality of life. Under these circumstances, to many people struggling hard for daily survival, the appeal and visions of sustainable development appear to be a distant luxury. Dwindling Social Security

139 Obviously, the factors above lead to increased tensions in daily life and weakened social security for majority of the people. In a broad sense, social security implies people having access to basic minimum that enables them a life of dignity. However, we have seen that much of the world population is still quite poor. On the other hand, with the dominance of neoliberal economy, the income gap between the rich and poor has increased significantly. At the same time, many people's life chances are dependent on the movement of capital dictated by trends of international trade. If they are favourable, their income will be assured; otherwise it is perennially vulnerable. Finally, many countries with poor econmoy spend excessively on warfare and armaments – thus a significant part of national resources incur undesirable expenditure at the expense of sustainable human development, encompassing health, education, mobility, socio-economic security and clean environment. With such a climate of all-pervasive insecurity, the cause for sustainable development is significantly weakened. In other words, the factors above drive home the point that sustainable development does not come to terms with the realities of the poor and deprived people, particularly in developing countries. In sum thus, limitations to sustainable development have multidimensional issues and directions. Whereas we do not have any viable alternative to the capitalist system of economy and production, the complications and pressure of modern life has immense effects on people and surroundings. For both livelihood and geographical reasons, the rural space is shrinking and people migrate to urban areas in search of better opportunities and quality of life. Yet in most cases, they do not result into much positive outcome. This also pose challenges before the ideal of sustainable development: we have no options to go back to the idyllic life of ore-industrial period; rather, sustainable development must adjust to the needs of contemporary times and many people, particularly those lying at the bottom of the social pyramid.

140 Conclusion In the previous chapters, we have seen the vision and promises of sustainable development and the way it has become a major pillar in the discourse of development. Yet, we must bear in mind that sustainable development is not a smooth road ahead and its present shortcomings undoubtedly invite criticisms. The concept has to face significant challenges towards its realisation. However, these challenges are also pointers towards its more realistic applications. At present, the idea of sustainable development suffers from few shortcomings: the concept is not well-defined, rather various definitions tend to blur the concept. It has not yet been able to come out of the shadow of growth-only understanding of development. At times, the idea suffers from serious normative legitimacy, which is further compounded by the division of North-South interpretations of sustainable development. The practical application of the idea of sustainable development is bootstrapped by the fact that despite capitalism contributes to major damage to environment and sustainability in a variety of ways, no viable alternative to capitalism is present. At the same time, migration, urbanisation, shrinkage of villages, growth of cities, dwindling social security – the major attributes to industrial civilisation and modernity put serious strains on the life of many people around the world. As a result, sustainable development appears to be at conflict with the survival of many people; hence wrongly misconceived as being elitist and detached from the lives of majority of the population. Herein is the challenge: sustainable development must break this false dichotomy to send the message that it is neither elitist, nor any distant luxury for most of the people, rather very much linked with their survival and well-being. Summary ? The idea of sustainable development has many criticisms ? It has multiple normatively-loaded interpretations. ? In addition, follows the growth-only idea of development

141 ? Serious North-South disagreements, with high normative overtones ? Capitalism harms, but no viable alternative ? Challenges of migration, urbanisation and complexities of modern life ? Need to overcome the idea that sustainable development is a distant luxury ? People must be convinced that sustainable development is related to their life and livelihood Glossary Green technology – using sustainable production process, both in terms of process, technology and raw materials. Pluralism – a respected term in political philosophy, which means accommodating diverse views and lifestyles in social narratives as well policy-making. The Global North – refers to those countries that belong to the Northern hemisphere of the globe: countries in Western Europe and Northern America. In those countries, there had been early industrialisation and spread of modernity, such as modern capitalist enterprises; modern systems of knowledge – these factors have helped the global north to establish both material and cultural domination over the entire world. The Global South – the countries in the Southern Hemisphere of the globe, spread across the continents of Asia, Africa, Central and South America – also known as Latin America. Some countries in these regions, such as Japan, Australia, New Zealand and virtual city states like Singapore are the exceptions. It is true that some oil rich countries in Middle East and North Africa have higher levels of income, but that prosperity does not accrue from high levels of industrialisation or vibrant human capital. References

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142 Anandabazar Patrika (2020) “Coronar Aage O Pore Ekhon, Eki Jaigar Dui Biporit Chhobi Hotobak Kore Debe” (in Bengali), in: https://www.anandabazar.com/photogallery/national/

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143 BLOCK IV PLANNING AND DEVELOPMENT MACHINERY IN INDIA UNIT 1 PLANNING COMMISSION: ORGANIZATION, FUNCTION AND ROLE

STRUCTURE 1.1. Learning Objectives 1.2.Introduction 1.3.Organisation 1.4.Functions 1.5.Role 1.6.Conclusion 1.7. Summary 1.8.Key words 1.9.Model questions 1.10. References 1.1. LEARNING OBJECTIVES After studying this Unit, one must be able to- ? Understand the

background on which the Planning Commission was constituted. ? Discuss the underpinnings that went behind the formulation of the Commission. ? Explain the structure and role of the Planning Commission. ? Discuss the various functions of the Planning Commission. ? Review the role the Planning Commission played in policy formulation. 1.2. INTRODUCTION India awoke to a new life as an independent nation on 15 th August 1947. Nehru’s tryst with destiny speech was a clarion call for the entire nation to rise up to the challenge of surviving without any foreign hand that had been dreamed for long. The world was just out of the 2 nd World War, the arms race among the USA and USSR was about to start with the coming of the nuclear age. Decolonisation in South America, Africa and Asia was giving birth new countries on the world map. These were

144 challenging times for the world as a whole. But as in South Asia more than any other part of the world the challenges were grave. India inherited many problems with its independence. a. India was coming out as a divided nation globally with Pakistan being chiselled out. b. Massive communal riots in 1947 were putting huge question marks on stability, control and rule of law in the newly freed nation. c. The economy was in dire straits as years of exploitation had rendered the country economically fragile. d. Linguistic, caste based, religious, geographical and cultural divisions were too strong an emotion amongst the people that were to become major hindrances for development. e. The illiteracy amongst the people was too much to support any rational process of government with objective validity. f. The vast expanse of land required to be consolidated as the Indian union was a tenuous process. With all such problems looming large over the interim leadership of the country, the crucial question to was the root of all the afore mentioned problems i.e., how to plan the future of India? To answer the problem a resolution was passed as early as 1946, (this was actually before the transfer of power of 1947). Though the plans for a planning Commission were on much before independence, the credit of its emergence is not to be given to any single individual. Politically the idea was introduced by Jawaharlal Nehru and Netaji Subhas Chandra Bose who were influenced by the state-controlled planning existing in the Soviet Union that had yielded great dividends to Stalinist Russia during the 2 nd World war days as it transformed from an agrarian economy to a military industrial superpower. From the professional class famous physicist Dr, Meghnad Saha,FASc and the first Indian civil engineer M. Visvesvaraya and other experts supported the concept of a centralised planning Commission to steer the country forward. The British administration was already preparing to leave India, and in order to aide the process of transition formally passed a resolution and established the Advisory Planning Board under K. C. Neogy that functioned from 1944 to 1946. According to this resolution a Planning Advisory Board was to be appointed, which then recommended the appointment

145 of a Planning Commission whose specified goal was to create the trajectory of planned development in India post-independence. As planned in 1946, the Planning Commission was constituted in March, 1950 by a resolution of the new Government of India to create the basis for future development of India. The focus as decided by coordination was on the state which was supposed play an important role in bringing socio-economic transformation by strict control over the planning process of the nation. This was also incorporated within the Directive Principles of State Policy.

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The Planning Commission consulted the Union ministries and the state governments while formulating five-year plans, and annual plans, and oversaw their implementation.

For 64 years the Planning Commission was the institution that determined the course of Indian developmental programme. Planning both centralised as well as state based were formulated in accordance with the policies drafted and implemented by the Planning Commission of India. 5-year plans as well as annual plans were formulated under the Planning Commission's guidance. The Commission not only decided upon funding, coordination, implementation and grievance redressal for policies but also decide on the narrative of development that the country would take in its journey towards socio-economic development of the populace as a whole. Though it has been replaced by the NITI Aayog in 2014 by the Narendra Modi led NDA 2 government, the Planning Commission remains a poignant chapter in the history of India economy as well as society. For years it determined the course of action for Indian society as well as economy and thus created the base on which the present stands upon. 1.3. ORGANIZATION The Planning Commission of India being a very important institution in itself was interestingly not authorised under the constitution of India.

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The Commission was set up by a Resolution of the Government of India, and thus is not rendered the position of a statutory body. Though the plans formulated

by the Planning Commission were of major importance in planning policies for the country, the plans have had no legal statuses. The Planning Commission appears as an advisory body, in practice, which in that capacity wielded considerable authority. The following are the prime constituents of the Planning Commission-
146 1) Chairman – Prime Minister; presided over the meetings of the Commission 2) Deputy Chairman – de facto executive head (full-time functional head); a) Was responsible for the formulation and submission of the draft Five-Year Plan to the Central cabinet. b) Was appointed by the Central cabinet for a fixed tenure and enjoyed the rank of a cabinet minister. c) Could attend cabinet meetings without the right to vote. 3) Part-time members – Some central ministers 4) Ex-officio members – Finance Minister and Planning Minister The role and functions of the members are explained below- A. Chairman- The Prime Minister of India has been its ex officio chairman of the Commission since its very inception. The Commission though works under the overall guidance of the National Development Council, it is the Chairman who steers the Commission forward and gives direction to the Commission regarding all major policy issues.

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The Prime Minister attends only the most important meetings of the Commission

and isn't a regular for all meetings convened. His presence is only there as he being the member

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of the union legislature ensures that the Commission's proposals coming up before the Cabinet are viewed objectively. B. The Deputy Chairman- The position of the Deputy Chairman is a full-time

job for the position holder unlike that of the Prime minister. The deputy Chairman looks after the day-to- day workings of the Planning Commission. Though the position is rendered to both politicians as well as professionals the

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deputy Chairman has been usually a politician of standing belonging to the ruling party at the Centre.

Though this narrative has been invalidated at times, by the appointment of an expert in economic development being appointed as Deputy Chairman. Prof. D.R. Gadgil and Dr.Montek Singh Ahluwalia are such
147 examples of experts who have worked in the position as non-political entities. The Deputy Chairman's position can be equated with the rank of a cabinet minister in the government (although he may not necessarily be a member of the Council of Ministers). Generally, the appointment of a Minister of State to the portfolio of planning is done in order to facilitate accountability to the Parliament. C. Members- All full-time Members of the Commission are equated at the rank of Union Minister of State of the government. Broadly speaking,

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there are two types of members, in addition to the Minister of State for Planning who is also an ex-officio member of the Planning Commission. There are certain full-time members. This list includes eminent public persons, administrators, economists

and technical experts to provide advice and assistance on issue specific problems and coordinate various facilities and departments together. In addition, the Planning Commission has a few important Cabinet Ministers who are given the position of members. These are the people who attend the more important meetings of the Commission as they are in touch with the legislative process of the parliament as well as the executive. The meetings that cover only the most important decisions are to attended by all members, full-time and minister-members. These meetings are called the meetings of the full Commission and of utmost importance in policy formulation. Apart from that, the Planning Commission with full-time members meets frequently to discuss and decide upon important policy decisions. The Deputy Chairman along with the full-time members of the Commission function as a composite body, especially in matters of policy formulation an enactment of which the process of detailed planning formulation is an important part. Consequentially it means that the Deputy Chairman and the full-time members are the ones who look after the day-to-day work functioning of the Commission. The Prime Minister is the appointing authority of all these members. These appointments are done only after consulting the Deputy Chairman, who again can be a politician or from among prominent public persons and experts. The Planning Commission members aren't full-time members, effectively meaning that they are not given a fixed tenure. In actuality the position is held for a certain term which may continue till there is a change in the

148 government in which case the new government can bring in members of its own accord. (a break in tradition happened in 1990 when the full-time members were changed thrice in a single year). Each member of the Commission looks after a specific set of subjects or areas of concern/ department. The Members' role is to direct, guide and advise various Subject Divisions of the Planning Commission. The process in reality is the exercise of preparing approach papers which are formulated as policy documents for five-year plans and annual plans. The members are also expected to provide guidance to the Subject Divisions for monitoring and evaluating the plans, programmes, projects, and schemes devised under their departments. The Commission act as a body, but as in any form of bureaucratic authority, facilitation of the working is done by implementing a clear demarcation of work. Each full-time member is given specific subjects to be dealt with. For the assistance of the members of the Commission help in provided in the form of programme advisers and many other senior officers. Then there is secretariat of the Commission, which is headed by a secretary which coordinates various departments under the members. The entire demarcation can be seen to divided into several, divisions, some of these include the following- Agriculture and Rural Development; Economic, Education, Finance Resources; Employment and man-power; Housing, Urban Development and Water Supply and Irrigation; Health and Family Welfare; Industry and Mineral; Land Reforms; Transport and Communication; Statistics and Surveys; Power and Energy; Monitoring and Information; Perspective Planning; Social Welfare; Plan Information and Public Cooperation; Programme Administration and Command Area Development. Including the afore mentioned divisions there are also several technical divisions. Various Divisions of the Commission also look after follow up of plan projects, for which several committees have been set up. Research Programmes Committee, Committee on Irrigation and Power Projects and Coordination Committee are some such committees. In addition, as there is also a feedback system for the planning Commission, there exists an autonomous body working under the guidance of Planning Commission known as Programme Evaluation Organisation. The members of the Commission are expected to work on the principle of joint and collective responsibility and discharge their functions on the basis of collective wisdom.
149 Though there is division of labour in the functioning of the Commission, it also has collective responsibility for all decisions, as its members work

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as a collective body. Each member deals individually with the technical and other aspects of his/her allotted subjects.

However, it is to prerogative of the Planning Commission to consider all those cases that require policy decisions and settle disputes amongst members if and where there is difference of opinion existing between its members. 1.4. FUNCTIONS The 1950 resolution setting up the Planning Commission outlined its functions as the following: ? The Commission has the responsibility to undertake an evaluation of the cumulative capital, material and the human resources of the nation. This may also includethe technical personnel recruited by the government and employed in workforce. The Commission in turn may study the possibilities of enhancing these resources for building up the nation in a holistically coordinated manner. ? The Commission is responsible for drafting a Plan for the most balanced and effective usage of the country's resources which includes material as well as capital as resources. This plan for a number of years followed the USSR model of 5 year-based planning. ? It is the sole prerogative of the Planning Commission to define

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the stages in which the Plan should be implemented and put forward the allocation of resources for the completion of every stage.

Any plan to be effective must be dissected in various stages to increase its efficiency amongst the phases it is being implemented. ? The Commission has the responsibility to specify the factors that hamper economic development. This in a way is a grievance redressal mechanism which helps the Commission to ascertain the conditions which may help in rectifying the faults as per coordination of various divisions. Thus, to solve the problems

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in view of the prevailing social and political situation, becomes an important facet for the triumphant implementation of the Plan 150 ? Determining the kind of

infrastructure that is required for not only execution of tasks but also

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the successful execution of each stage of the Plan in all its aspects

is the function of the Planning Commission. ? The Planning Commission does a regular appraisal of the progress achieved in the process for implementation of all stages of the plan. This in turn would help the Commission to propose the rectifications or recommendations of policy and measures that such appraisal may deem necessary. ? At certain points of plan implementation various interim or ancillary recommendations are put forward. These are

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either for enabling the discharge of the duties assigned to a division or on a consideration of the existing economic conditions, current policies, measures and development programme or on a study of such specific problems

which the Central or State Governments can refer to it. 1.5. ROLE The understand

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the role of the Planning Commissionone has look at the tasks assigned to the government bythe Indian Constitution in its Directive Principles. Within the

features of strengthening, securing and supporting socio economic development of the nation and its people we find what is expected of the government in aiding the process.Enshrined in the Directive Principles of State Policy, there is the duty of

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the state to secure citizens' rightto adequate means of livelihood and control the inequalities in the ownership of wealth and

meansof production. To achieve the same the state is required to ensure growth in production, and its equitabledistribution among the various sections of society. In this context, the Planning Commission’s role as a planning authority comes forward. Through extensive planning the Commission formulates plans for the whole country and also functions as an advisory planning body at the apexlevel.

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In addition to the above-mentioned functions, the Planning Commission has been entrusted withresponsibility in the following matters.

a) Public Cooperation in National Development; b) Specific programmes for area

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development like Hill Area Development Programme; c) Perspective Planning; 151 d) Institute of Applied Manpower Research; and e)

Overall Coordination of the Pradhan Mantri Gramodaya Yojana (PMGY) 1.6. CONCLUSION Till 2014 when the Planning Commission was disbanded and NITI Aayog replaced it, the planning Commission was the chief planning authority for the country. Over the years the 5-year plan model implemented by the planning Commission was the bedrock of Indian planned economy. First such plan covered the period of 1951-56. The aim of the 1 st 5-year plan was centred around the public sector and the targets specifically were to increase production of food and raw materials. The infrastructural aims includedthe aim to develop irrigation and power projects. Additional targets were centred around enlarging the scope of employment for the populace and consolidating progress in the field of social services. The aspirations were laid out to herald rapid increase in the rate of development in less developed states. Priority was given to key industries that were the backbone of productive forces like iron and steel and manufacture of electrical equipments. The Second Five-Year Plan (1956-61), reinstated the faith that public sector would be the driving force for the economy at least for another 5 years.The added target was on increasing employment initiatives for the people. The conventionalobjective this time was to increase national income and to take India on the path of industrialisation, which was to be achieved by focussing the national resources on development of basic and heavy industries. This plan took India forward to enhance the scope of distribution of economic power. Third Five-Year Plan (1961-66)increased the total budget of the nation and continued reaffirming the faith on public sector driven economy. this was to be supported by employment generated by the government and infrastructure supported by the public sector. The stated main objectives laid out by the Commissionwere to secure above 5% p.a. rise in national income. This income would help sustain growth rate in subsequent plans. The additional objective was to tackle the problem of food deficiency, which can only be overcome by creating self-sufficiency in food grains.Another objective was to expand basic industries, to meet requirements of further industrialisation.

152 The 4 th 5-year plan was delayed due to various reasons such as drought, devaluation of currency, rise in prices and the Indo-Pak conflict. Therefore, in between 1966 and 1969, there were three annual plans. Each plan provided a situational response to the problems of the time. The official 4 th 5-year plan was centred around 1969-74 with renewal of the same 5% increase and focus on infrastructural and industrial development. The Fifth Five-Year Plan (1974-1979)focussed on agrarian reforms and increasing rural income. The focus now became more coordinated to bring both the industries and agriculture at par by increasing inputs that would also yield higher outputs but the plan was not completed as the Indira Gandhi led government fell in 1977 post emergency and the new Janata government reconstituted the Commission. The new Commissionagreed that the aim of the Five-Year Plan should be to very substantially reduce unemployment, disparities in income and that adequate provision be made for meeting public needs. For the coming decades there were many breaks to the 5-year plans, some plans were transformed to annual plans, some were changed as the desired goals were unattainable. The 90s coalition era was especially tumultuous as various governments came to power but no govt except the Narasimha Rao led minority government could complete its term. Coincidentally this was the government that began the process of liberalisation of the economy and state control reduction. The 2 terms of Manmohan Singh saw the period of most balanced planning in decades as public investment increased in social welfare schemes which was supported at the same time by higher returns and increased impetus on the private sector. It was only in 2014 that the planning Commission was abandoned as being unresponsive to the claims of modern globalised world where centralised planning wasn't helping as the system was going to become more decentralised and deregulated, thus the 5-year plans were discontinued and the think tank of NITI Aayog came into being. Nonetheless, the Planning Commission was an institution that drove Indian development story for years and created what Indian economy is today. 1.7. SUMMARY

153 ? India post-independence was in the need for a well laid out blueprint to usher the country into running and functioning properly after years of subservience under the British rule. The newly decolonised nation faced a lot of problems since its birth ? Under the leadership of political as well as professional experts the National planning Commission was brought forward as a body that would determine the course of Indian economy for years to come. ? The planning Commission primarily prepared 5-year plans which dictated the coordinated focus of the government into various sectors of the economy. ? The planning Commission comprised of the Chairman, the Vice Chairman and members comprising of political functionaries, government officials and professional sectoral experts. ? Through various 5-year plans the country developed as inputs by the government increased on public sector for the first few decades, then there was a shift towards agriculture, cottage industries. In the 1990s the focus shifted to private service sector as liberalisation brough in anew age for the India economy. ? The planning Commission was replaced by NITI Aayog in 2014 to pave way for decentralised, deregulated economy. 1.8. KEY WORDS ? Planning- Planning is about what steps you need to take to reach the goal, what changes and hurdles to anticipate, and how to utilise human resources and opportunities to reach the expected outcome. ? Policy- Policy is a law, regulation, procedure, administrative action, incentive, or voluntary practice of governments and other institutions. ? Autonomous- Anything as an institution or a region having the right or power of self- government, rule or decision making can be termed as an autonomous entity. 154 ? Statutory body- A statutory body or statutory authority is a body set up by law that is authorised to implement certain legislation on behalf of the relevant country or state, sometimes by being empowered or delegated to set rules in their field ? Grievance redressal- While the term “Grievance Redressal” primarily covers the receipt and processing of complaints from citizens and consumers, a wider definition includes actions taken on any issue raised by them to avail services more effectively. 1.9. MODEL QUESTIONS Short questions ? Who is the chairman of the Planning Commission and what is their role? ? Which institution replaced the Planning Commission and in which year? ? What are the events of global importance that took place during Indian independence? Medium questions ? Write the various functionaries of the Planning Commission? ? What are some of the additional functions of the Planning Commission? ? Explain the role played by the 5-year plans in Indian development Long questions ? Discuss the historical background

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of the Planning Commission of India? ? Discuss in details the functions of the Planning Commission? ? Explain the organizational structure of the Planning Commission? 1.10.

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156 ? Understand

what is the background of the national development council. ? Discuss what are the functions of the NDC. ? Learn what is the connection between the planning process in India and the NDC. ? Explain the role of the NDC in taking the country forward. 2.2. INTRODUCTION The National Development Council is one of the key organizations of the planning system in India. It is institution that has held high the ideal of federal planning in India by bringing in the concerns of the states as well as the union to provide a holistic national approach where the states and the union have an equal say on the perspective of development. The NDC has experienced numerous problems in its journey as a body aimed to bring various points of view to determine which course of action to take for national development. The NDC has always been under constant pressure due to the politics prevalent in India, as competitive political outfits try to exert more pressure to get closer to power. The same has happened to the NDC as the influence by the government in power at the centre and the effectiveness of the pressures exerted by state governments determined its functioning. In 1946, during the twilight of British empire in India the Planning Advisory Board under the chairmanship of KC Neogi, had recommended the setting up of an advisory organization that would include representatives of the provinces, princely states and other interests as at that time the federative units existed in the form of princely states and provinces instead of democratic autonomous units. The advisory organisation didn't materialise pre independence, the idea lingered on for its objective rationality. In 1950 as Indian independence was slowly taking a qualitative shape, then Prime Minister Jawaharlal Nehru initiated the formation of the Planning Commission of the Government of India. At this point the idea of the advisory council floated again and thus in the initial days of the inception of the Planning Commission, such a coordinating body was established called the National development council. Its creation was based on the recognition for the potential utility for a body that was able to coordinate the different aspirations of the nation.
157 Within the ambit of the Draft First Five-Year Plan, the Planning Commission was of the opinion that considering the geographical vastness of the country, the cultural diversity prevalent, the heterogenous nature of socio-political-economical aspirations of the states as autonomous entities require to be looked into with care. Therefore, the need for an entity of coordination was of paramount need. The need was answered by the National Development Council. The expectations were that the NDC may facilitate the periodical evaluation of planning and its various facets. The coordination which was sits prime goal was to be between the two power centres of the states and the centre. Thus, the responsibility fell on the shoulders of the Prime Minister and the state Chief Ministers. Accordingly,

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the National Development Council was set up by a proposal of the Cabinet Secretariat of the Government of India

in August 1952.The Council in its bare minimum is composed of the Prime Minister
as the central authority representing the Union of India, the Chief Ministers of States as authorities that have been rendered the power to govern the federal units/

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states and the members of the Planning Commission. However, there have been instances when other central ministers who are not members of the Planning Commission have attended the Council's meetings.

In other instances, to bring in professional expertise

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outside experts have also been invited to the Council's meetings whenever

situation arose to deal with specific topics. 2.3. STRUCTURE OF THE NDC The structure of the national development council has been made in such a manner that it reflects the holistic viewpoint of the national aspirations. The balance is primarily to be drawn between the states and the union government. The National Development Council comprises the following members – ? The Indian Prime Minister. ? All the Union Cabinet Ministers. ? Chief Ministers of all States or their substitutes on account of the absence of chief ministers. ? Representatives of the union territories. ? The members of the NITI Aayog (erstwhile planning commission).
158 ?

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The secretary of the Planning Commission is also the secretary of the NDC.

Any and every form of administrative assistance is also provided by the Planning Commission. There have been occasions when other experts have been invited to address the meetings. These included eminent economist, policy makers, think tank analysts, department specific professionals and the governors of the Reserve Bank of India as well. The large membership of the Council, which increased in number over the years made it untenable for the council to function in a cohesive and timely manner. To solve this problem of excess in November 1954 a Standing Committee was established with only nine Chief Ministers and a few union ministers as members. In addition, the Council has been appointing committees from time to time for decentralization of department specific problems which require specific redressal. The Prime Minister as the Chairman of the Council and the Secretary to the Commission as its Secretary and the Commission cooperatively furnishes the Council with administrative and other assistance. The Council ordinarily meets twice annually. The Council though as a planning authority ordinarily passes no resolution formally. The active functioning is restricted to having a complete record of discussion and gather out of it general trends pinpointing particular conclusions. Decisions are usually unanimous. The NDC concerns itself with any and every issue that is directly or indirectly related to facets of national development. It does extensive deliberations and takes decisions on a range issues. The issues concerning the NDC are multifaceted in nature and can be part of any list be it Union, state or concurrent. Issues can be also be inter-regional in nature such as – disparities of resources, Panchayati raj, prohibition, agrarian cooperation and even irrigation levies. One of the major drawbacks of the NDC has been its quantitatively large size and the nature of positions that the office holders have as chief ministers and union ministers. The inability to meet frequently and go into great details on specific matters has made the NDC a rather slow institution. Despite such a drawback the NDC which

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is required to meet at least twice a year, has sometimes met more often

to address issues of immediate importance. The central function of the NDC is to coordinate the matters between the state and the centre on issues of planning. Therefore, the central
159 agenda of the NDC meetings generally include

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the approach paper to the Five-Year Plan, the draft Five Year Plan and the final Five-Year Plan.

The state governments and the central government may times bring additional agendas on the table that may require all the functionaries to deliberate upon the issues raised.

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The Secretary of the Planning Commission is also the Secretary of the NDC

takes decision on which agendas to take up for the meeting. The decisions of the NDC adhere generally to the ambit of policy formulation rather than implementation. As it comprises of the top functionaries of both the state and central governments, it can be labelled as the highest policy making body on developmental measures

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in the country. Though the NDC is a non-statutory advisory body which makes recommendations to the Central and State governments, the very stature of the Council has ensured that these 'recommendations' have the prestige of directives which are usually followed and obeyed.

Though its position has been lessened under the present government, for years the NDC has helped the nation determine the course of action required to bring the country together to face the issues of yesterday, today as well as tomorrow. 2.4. FUNCTIONS OF NDC The functions of the NDC were defined when constituted in 1950. With time there arose the need to define and limit the functions in a manner that it doesn't become a super cabinet in action. In response the Government of India which had accepted the recommendations of the First Administrative Reforms Committee in a slightly modified form made some minor changes to the NDC. It was decided that the NDC, headed by the PM, should comprise all Union cabinet ministers, Chief Ministers of states, Chief Ministers/Chief executives of the union territories and members of the Planning Commission. According the ARC recommendations and the changes introduced by the government, the NDC was reconstituted in October 1967, on these lines. On the recommendations of the Administrative Reforms Commission, the Council was reconstituted and its functions were redefined to include the following- a. Prescription of guidelines for the formulation of National Plan, including the assessment of resources for the Plan. 160 b. Although the NDC is technically a consultative organisation, in practise it approves the five-year plans and provides recommendations for their creation c. Consideration of National Plan as formulated by the National Development Council. d. Considering

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important questions of social and economic policy affecting national development. e. The review of the working of the Plan

from time to time and recommend such measures as are necessary for achieving the aims and targets

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to secure the active participation and cooperation of the people, improving the efficiency of the administrative services, ensuring the fullest development of the less advanced regions and sections of the community and, through sacrifice, borne equally, by all citizens, build up resources for national development.

f. It was envisaged that the National Development Council would advise and make its recommendations to the Central and State Governments. In actual functioning the National Development Council has been functioning as a high-power consultative body for the holistic solution of the country's problems. It acted as an institution where the framing of the Five-Year Plans was done in consultation, discussions done on the important problems facing the Indian economy, and formulation of policies that have to be adopted for tiding over the urgent problems have been discussed extensively. Thus, the role of the NDC has not been limited to the area of planning as it has answered to the problems arising at particular situations which required attention. As per the discussion above it can be understood that the NDC is a bridging institution as well as a formulation institution. Though its prime function lies in coordination and planning related policy formulation, through that same function it has been able to coordinate the actions of various state governments, the central government and the planning commission in solving problems related to the prosperity of the country. It has provided help to the union government to understand and coordinate its forces in a better manner to solve the issues of various departments, it has helped the state government to bring up their grievances to the platform where they can be discussed in unison and helped the planning commission understand the gaps, bridge the same gaps and provide alternatives to
161 planning issues that plagued the commission at certain points of time. It helps in the coordination not only of policies and programmes of plans but also other matters of national importance. It provides a good forum for discussion and full and free exchange of views. There is no other cooperative forum as adept as the NDC where cooperative federalism is seen at its best. The NDC provides a forum where matters of national importance aren't only discussed but there is an active mechanism of sharing of responsibility between States and the Union Government. 2.5. ROLE OF NDC India is a federal democracy, that means the centre as well as the states are equal actors in proper functioning of the system. There can be no one way on the road taken towards development and only through deliberative discussion and coordination can there be a national consensus.NDC as an authoritative body that brings the federative forces at a single place becomes a body of paramount importance in planning process for the country. It is the top body for deliberating and making decisions regardingdevelopment-related issues. The institution is also very important as it highlights the democratic ethos of the country as a whole because thePrime Minister, the national leader of the country serves as its chair and all of the State's Chief Ministers who have the mandate of their state's population of devise policies also attend itssessions. The States here thus have the opportunity to present their points of view in relation to policies as devised by the centre, forward policies that have been successful in their states, provide analyses of success of such policies and also suggest redressal mechanism for later formulation as well. Additionally, this guarantees the federal autonomy allocated to the states. This empowers the states to put forward their issues and decide whether they will approve the suggested strategy following thorough deliberations. NDC stands for the constitutional viability of our nation's stability based on the federal system of planning. It serves as a tool for ensuring that a national viewpoint is adopted by the planning system. It is only with the agreement of the stategovernments that's a cohesive and dynamic policy formulation is successfully implemented. This as a result ensures an efficient execution of programmes undertaken both at the central and state level. The achievement of the goals of theCentral and State Governments is ensured in a manner that is reflective of the aspirations of the national population which has rendered the governments the trusteeship to not only rule but initiate development.

162 NDC acts as an advisory body to the Planning Commission regarding the planning process. The major objectives of NDC linked with the Planning Commission and the National planare listed below: ? To strengthen and mobilize the effort and resources of the nation in support of the Plan. ? To promote common economic policies in all vital spheres to create coherence among the economic goals shared by the centre and the state. ? To ensure the balanced and rapid development of all parts of the country irrespective of political pressure and target holistic development In addition to this, NDC provides a platform for all the states to discuss their problems and issues related to development. Thus, cooperation, coordination, active functioning, policy formulation for national development becomes crucial roles that the NDC plays. 2.6 CONCLUSION The National Development Council for years have provided a platform to the national leadership both at the top and at the states to come to a common ground regarding decentralised planning as well as centralised planning. The reforms suggested by the ARC as well as the changes brought in by the government to make it more feasible in solving matters of national importance over the years have only enhanced the functioning of the council. Various state' chief ministers have praised the NDC for coordinating the efforts of the country as a whole to set up a path towards future development of the nation and sustaining the gains made in the last decades. Though in 2014 with the formation of the NITI Aayog the NDC has been functionally rendered irrelevant, with the proposition to abolish it soon, the NDC as a mechanism to quell the problems of such a large county as India with it varied interests and demands can be considered a success, especially due to the role it brought in bringing the planning mechanism to the federal units and creating holistic roadmap for development of all. 2.7. SUMMARY ? The National Development Council was formulated as an advisory body to the National Planning Commission in order to better coordinate the functions of the commission and bring in perspectives on the process of planning.

163 ? The NDC included the top functionaries of the union government and the state government in the form of the Prime minister, union cabinet ministers and the state chief ministers. ? The NDC for long has been serving as a forum to coordinate the efforts of the state and union governments for national development plans. ? The Administrative Reforms Committee of 1967 had made changes to the NDC in order to make it more competent and responsive to the changing times. ? As an institution ushering the balanced ideal of federal democracy the NDC has been successful in providing solutions to the needs of the states and bring the union government closer to the demands of the federative units. 2.8. KEY WORDS 1) Consensus-Consensus decision making is a creative and dynamic way of reaching agreement between all members of a group. 2) Holistic- totality or wholly to be considered, impacting a set of whole units. 3) Trusteeship- The supervisory control by one or more countries over a trust territory. 4) Coordination-the organization of the different elements of a complex body or activity so as to enable them to work together effectively. 5) Coherence-systematic or logical connection or consistency. 6) Deliberation- long and careful consideration or discussion. 7) Autonomy- the right or condition of self-government. 2.9. MODEL QUESTIONS Short questions ? Who are the members of the National Development council? ? What was the focus area in the first five-year plan? ? Why has there been plans to abolish the NDC? Medium questions

164 ? What role does the NDC play support the ideal of federalism in India? ? What changes have been brought in to the NDC with the NDA 2 government? ? Establish the relationship of the Planning commission with the NDC? Long questions ? Explain the role of the NDC in development of India economy? ? Explain in detail the functions of the NDC? ? How has planning process changes in India with change of times. Explain in reference to the NDC? 2.10 REFERENCES

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VI DEVELOPMENT ADMINISTRATION BLOCK 6 PLANNING AND DEVELOPMENT MACHINERY IN INDIA UNIT 3 STATE PLANNING BOARD STRUCTURE 3.1. Learning Objectives 3.2.Introduction

165 3.3. Functions of State planning board 3.4.Composition of State planning board 3.5. Structure and composition of State planning board 3.6.Kerala State planning board 3.6.1. Assessment 3.6.2 Economic Review 3.6.3 Formulation of Plan 3.7.

Conclusion 3.8.

Summary 3.9.Key words 3.10. Model questions 3.11. References 3.1.

LEARNING OBJECTIVES After studying this unit, one should be able to: ? Understand the

significance of
State Planning Board in matters of state development. ? Discuss the organisation and units of State Planning Board. ? Explain what functions of State Planning Board performs. ? Evaluate the performance of State Planning Board in various States. 3.2. INTRODUCTION Indian politics have evolved a long way since 1947. Beginning the journey with mere 8 states, the country now has 28 states and 8 union territories. Many states have been created out of big states like Uttarakhand, certain states were created to meet the demands of regional tendencies Telangana, some were incorporated such as Sikkim and certain states were converted to union territories like Jammu and Kashmir for easing the process of functioning. The journey hasn't been easy to say the least of it. There have been problems in Indian federal politics since the birth of the nation. Various demands have plagued the union government to accord more powers to the states and at times create new ones. In such a situation planning for national development becomes a question of not only grave importance but also of contentious nature. The National Planning Commission was created to answer to the call of planned development for the country. To assist the commission and bridging the gap between centre's role and the state's the National Development Council was formed with the chief ministers of the states and their representatives who had the opportunity to share the platform with the
166 Prime minister and other ministers to discuss the matters related to development planning on a holistic level. A more decentralised version of the same was planned to be implemented in the states called the State Planning Board or State Planning Council. At the State level, the SPB/SPC have contributed greatly to the efficient implementation of government planning and policies to aid the people in securing better resources as well as opportunities. Todiscuss in brief the major functions of the State Planning Board can be summed up into 5 major parts- a. Preparation of policies b. Planning regarding policies c. Arrange/allocate resources for the said policies d. Implement the policies e. Creation of a feedback loop All the above processes in detail can be explained as the responsibility to monitor situation in the state and prepare plans according to those situations. In matters of long- term perspective plans in the state; the board has the duty to activate the financial resources so that proper allocation of resources can be done for the implementation of the plans. At the same time the priority remains to adopt different mechanisms for development. The need

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to determine plan priorities of the state within the framework of the priorities of the national plan

is also of utmost importance as with only a coordinated plan at the centre and the state can development policies be implemented properly and their benefits reaped. The council/board would assist the district authorities in formulating their development plans as well enhancing the role of decentralised units in contributing for the development of the lower levels, within the spheres in which such planning is considered to be useful and feasible. The SPB/SDB also functions as the authority that has

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the power to formulate a plan for the most effective and balanced utilisation of the state's resources by determining the areas according to planned priorities. They define the stages in which the plan should be carried out, and propose the allocation of resources for due completion of each stage; indicate the factors, which tend to retard economic development, and determine the conditions, which in view of the current social and political situation should be created 167 for successful execution of the plan; determine the nature of the machinery, which will be necessary for securing the successful implementation of each stage of the plan in all its aspects;

and

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to appraise, from time to time, the progress achieved in the execution of each stage of the plan, and recommend the adjustments of policy and measures that may be necessary 3.3

FUNCTIONS OF STATE PLANNING BOARD Though planning has been an area of central government in India, the states in their way have contributed a lot with their own State Planning Boards/Councils. In a true federal fashion, the state planning boards have decentralized the process of planning in the states and taking the initiative to allocate resources and initiating planned development for the lower levels in the states as well such as the district, gram, suba, tehsil etc. The functions as well as organization of state planning are very different in different states. To avoid confusion and overlapping the planning process at the state level can be generalised in the following ways as before the creation of NITI Aayog (1) The states usually initiate advance action on plan formulation. This takes place before the recommendations of the Planning Commission comes in as different state governments are elected at different time and coalescing of all states with the Planning Commission is close to impossible. Different departments of the state governments that are involved in formulating broad parameters of the state plans coordinate and adjust with the Planning Commission so that state plans don't waver off the national goals. (2) The States, in response to call from the Planning Commission, send their suggestions regarding their states and seek to formulate state specific plans. These plans which form the base of the approach paper for the national plan are then implemented after discussion and deliberation between the constitutive units to be accepted for national development. (3) After the approach paper, prepared by the planning commission, is approved by the NDC, it forms the basis on which states plans. In turn, the states then are required to formulate their draft five-year plans in accordance with the objectives and strategies through the State Planning Board. The state board in its authority holds continuous discussions with other state departments and district and regional planning agencies for decentralised allocation of
168 resources for development planning. The state boards also work in coordination

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with the central working groups, the Planning Commission and the central ministries on the other

hand who create the broader guidelines for the implementation of plans. (4) The state draft plan is then discussed at the level of the central working groups and the Planning Commission. Upon discussion all such proposals are either approved or modified by the Planning Commission, keeping in view of the national and the state priorities and resources. (5) The Planning Commission prepares the draft national plan and it is discussed in the NDC. In hindsight it can be assessed that the SPB in its bid to unravel decentralised development a concentrated effort is required between the state and the central governments. The State Planning Board thus makes
assessment of

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the state resources and formulate plans for the most effective and balanced utilization of these resources

for holistic development of the state. By determining

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plan priorities of the state within the framework of the priorities of the National Plan assistance is provided to district authorities in formulating their development plans within the sphere in which such planning is considered

to be useful and feasible and to coordinate the central plans with the state plans. The board at the same time tries to identify the factors which tend to retard the economic and social development of the state and determine the set of conditions for successful execution of the plan. In such a manner a review of the progress of implementation of the plan programmes is done as a feedback loop to create an accountable system, in accordance to thatthe boards

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recommend such adjustments in policies and measures as the review may indicate.

State planning thus is done in a manner where people's aspirations are treated to get both the central and state planning mechanisms function properly. 3.4 COMPOSITION OF STATE PLANNING BOARD The discussion of state planning boards in India is too extensive to be put to one unit. In order to aid in better comprehension, the example of the state of Kerala has been taken. Thus, the organisation of Kerala State Planning Board has been explained in detail in this unit to explain the peculiarities of state planning. Kerala politically has been a state of exception in India. It was the first state to be ruled 169 by a non-Congress government, alternative governments have been formed in the state for a major part of Indian political history at least since late 2020s, the planning in Kerala has led to major land reforms, socio economic changes which have stood out amongst Indian states. The Kerala State Planning Board's mandated target was

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to formulate development plans based on a scientific assessment of the available resources, and the growth priorities for the

state of Kerala. The Board was also entrusted with the task of bringing out a comprehensive economic review report of the state every year. The Board was constituted in September 1967 with the Chief Minister as Chairman and an unofficial part-time Vice-Chairman. Besides the finance minister and the Chief Secretary, there were three whole-time members. The first member secretary was the director of the Bureau of Economics and Statistics. The board was constituted

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to enable the state government to formulate development plans based on scientific assessment of the state's resources and growth priorities. The board was also entrusted with the task of

releasing a comprehensive financial review of the state every year. The Board has been reconstituted 15 times since 1967. The term of the KSPB is five years. It is worth mentioning that since 1967 the KSPB has been reconstituted fifteen times. Thus, the Planning Board through its expertise facilitates effectiveplanning and better implementation of development schemesprojects. 3.5 STRUCTURE AND COMPOSITION OF STATE PLANNING BOARD The Chief Minister of state is the Chairman and a non-official is part time Vice- Chairmanof the SPB. The structure and composition of the KSPB, which was reconstituted in2016, is as follows: i) Chairman- Chief Minister ii) Vice Chairman iii) Members ? Minister for Revenue & Housing ? Minister for Water Resources ? Minister for Transport ? Minister for Ports, Museum, Archaeology & Archives ? Minister for Finance

170 Non- Ministerial Members (seven experts) iv) Member Secretary v) Permanent Invitees ? Chief Secretary, Government of Kerala. ? Additional Chief Secretary, Finance Department, Government of Kerala. Members The Board members are nominated by the Government. The facilitation provided by these members include inputs regarding plan formulation, implementation, and otherpolicy matters as required by the state government. Member Secretary The Member Secretary, who is head of the institution, also acts as official Member ofthe KSPB. The member secretary is responsible for the convening of Board meetings regarding various issues of the state. This in a way acts as an instrument of carrying out theimplementation of the Board decisions, through the concerned departments andagencies. The Chiefs of the Technical Divisions provide aid the board in matters of technical specificity. Besides, Administrative Officer assists in matters of administrative issues dealing with the bureaucratic hassles required to be solved for proper implementation and execution of policies. Chief Economic Adviser In the era after liberalisation the post of Chief Economic Advisor has become very important in Indian democracy. It has not only become a permanent feature of state governments but also of the Union government. In the state of Kerala, the Chief Economic Advisor has been appointed by the Kerala Government to advice the state board on policymatters and other subjects. These in turn are taken up by the planning commission for consideration. Director, Project Financing Cell A Project Financing Cell is a comparatively new cell in the state planning board whose requirement was called upon to coordinate financial resources outside the purview of the state in a judicious manner to help the state board. This cell has been constituted in the Planning Board in 2012 to
171 examinethe feasibility of outside funding. In simpler terms the cell enhances the financing for developmental purposes with the help of PPP model. The primary way in thisbeing Public - Private Participation for all projectsof the Kerala State. The KSPB comprises of the following institutions/divisions- i) Technical Divisions. ii) Administrative Wing. iii) District Planning Offices. iv) Library. As mentioned earlier the Project Financing Cell is also part of the administrative structure of thePlanning Board. The functions of the SPB are carried out through its Technical Divisions.The Chief of Division is an expert on developmental issues. In each Division, JointDirectors, Deputy Directors, Assistant Directors, Research Officers and ResearchAssistants assist the Chief. However, in administrative matters, an Administrative Officer assists the Member Secretary. 3.6 KERALA STATE PLANNING BOARD: MAJOR FUNCTIONS 3.6.1 ASSESSMENT The KSPB has for years been indulging itself in the process of continued assessment of policies proposed, implemented and executed to understand the impact of the same on the developmental narrative of the state and get a better view about the needs of the state. In accordance to such reviews it may suggest necessary reforms and changes in the policies, priorities and programmes, which include: 1. Formulation, monitoring and evaluation of plans. 2. Suggest necessary measures for improving performance of public enterprises with State Planning Board. 3. focus on augmenting quality of service to citizens, productivity and generation of surplus for development. 4. Effective decentralised planning and development, and enhancing local peoples' participation in the projects.
172 5. Undertaking studies, surveys and researches that are necessary for proper discharge of functions through task forces, expert committees and working groups. 3.6.2 ECONOMIC REVIEW No policy is full proof and thus is susceptible to review and change. This not only happens to due to the passage of time but as situations change so does the aspirations of people and their demands and ideas regarding development itself. A state's policy must remain dynamic in nature to aid this process. Review thus becomes an important part of the KSPB functioning. The KSPB was assigned the task of preparing Annual Economic Review, which is being prepared and published by the Board since its inception, the task has become even more extensive post 1990s. The KSPB to further the cause of redressal as well as accountability released 50 earlier issues of the Economic Review (1959 to 2009) which have since been digitised and published in 2010 for providing a wholesome view of the economic trajectory of planning in the state. As it provides an overall view of the state economy, macro-economic performance, development initiatives taken by various departments during that particular year, progress in the plan implementation etc., therefore it is considered as a valuable reference text. 3..6.3FORMULATION OF THE PLAN The Board is responsible for the formulation of the plans. In this regard, available resources are assessed to fix the size of the plan. The KSPB issues circular/ instructions to all the Secretaries and Heads of Departments for submission of plan proposals to the Board. The Administrative Departments in the Secretariat is given the responsibility tosecure the approval for plans regarding specific departments from the ministers heading the departments. The schematic proposals are appraised in the KSPB and tentative selection priorities are allowed on the basis of detailed discussion on the proposal of each department. The preparation of the draft plan proposals is done that are placed before the Board/ Cabinet for approval. Any form of planned purpose-based endeavour requires effective planning to achieve the desired goals, to achieve the said goals an efficient mechanism is required. The KSPB answers the need for the monitoring mechanism to achieve the aforementioned goals. This creates a system of

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173 accountability-based development that has been established from the State to District level. Thus, it is evident from the above discussion that the KSPB has contributed in a great manner to aid the development trajectory of the state of Kerala. The Planning Board has assisted the Kerala government in designing the development plans on the basis of scientific assessment of the available resources in the state. In addition, the Board members and staff prepared a comprehensive Annual Economic Review Report, which proved necessary base for future planning and development of Kerala. 3.7 CONCLUSION The State Planning Boards in India have been mainly concerned with broad economic policies, perspective planning, plan formulation, and plan evaluation in states for providing resources for the districts and other lower units within the states. The functions and organisation of SPB differ from State to State. The State Planning Board can only function properly with the backing of the State government, for an effective contributionto the process of drawing up perspective plans in various sectors for the state; and design priority patterns for a holistic development of the state. An effective monitoring and evaluation process through a State Planning Board can help in resource mobilisation and effective resource utilisation. The need of the hour is to give genuine accountability and status to the State Planning Boards. The specialisation and proficiency that they can bring to their roles can help the state governments to increase rationality in their developmental process and strengthen their capacity to bargain for additional resources. It may be further found that the real purpose for which they were created has not been achieved in some states. In this regard, study has explored and highlighted successful examples also, which will pave the way for other states to strengthen the State Planning Board in their states. In this Unit, we have focused on the significance, composition, functions and process of State Planning Board at the state level in view of the current perspectives of the states. In India planning has always been a central aspect for developmental policy formulation. In a third world country such as India where the population is of huge character, the disparity among the various existing classes, the differentiation between the resources held by various states and the aspirations of the people are of diverse nature and bringing them together for a co-jointed effort is thus a matter of serious concern.

174 The joint efforts of political leaders, administrators and citizens can facilitate to match the desired goals through effective planning and efficient role of the State Planning Board. 3.8 SUMMARY ? Planning in India has been a concentrated effort of the Union government and the state government. The National Planning Commission and the National Development Council at the centre looks after this planning process and the responsibility of the same is provided to the State Planning Board at the states. ? State Planning Board works independently of the National Planning Commission recommendations though in close coordination with the commission's recommendations to formulate policies for planning at state and district level. ? Generally, the organisation of the state planning board comprises of the chief minister as the chairperson, minister of cabinet rank as vice chairperson which in most cases is allotted to minister of finance, industry, commerce, revenue etc. The lower ranks are provided to secretaries of the state secretariat as advisors and with rare occasions to outside experts. ? Developmental process in Indian states isn't coordinated between the states but more so between the states and the central agencies. Politicians, bureaucrats, civilian authorities altogether create the system of official as well unofficial ways to initiate a system of planning that answers to the call of development in third world. 3.9 KEY WORDS 1. Approach Paper- Approach paper refers to the paper of a document, which will reflect the prime objectives and goals for the forthcoming plans. 2. Plan- It is a document showing detailed scheme, programme and strategy, which is worked out in advance for fulfilling an objective. 3. Decentralization – the process to give more powers to lower units and distribute responsibilities in a manner where there is no concentration of power.

175 4. Third world- all countries that achieved independence post the 2nd World War are called third world countries. These countries generally are developing economically, culturally diverse, politically vibrant. 3.10 MODEL QUESTIONS Short questions ? What is meant by decentralization of the planning process? ? Why has the position of Chief Economic advisor become so important in state planning? ? Who are the members of the KSPB? Medium questions ? Discuss the similarities between the National Planning Commission and State Planning board? ? What is meant by the process of review and what are its advantages? ? What is financial autonomy is the source of all autonomy- explain? Long questions ? Discuss the relationship between central planning and state planning in India? ? Explain the various functions of the Kerala state planning board? ? Discuss the planning system at State level in India? REFERENCES Arora, R. K. & Goyal, R. (2013). Indian Administration: Institutions and Issues. New Delhi: New Age International Publishers. Chakravarty, S. (1987). Development Planning: The Indian Experience. New Delhi: Oxford University Press. Padhi, A.P. (1988). State Administration in India. New Delhi: Uppal Publishing House. Khera, S.S. (1963). District Administration in India. New Delhi: Sage.

176 Sinha, A. (1993). State Level Planning System: Need for a Change. Rawat Publication. Website- Kerala State Planning Board- https://spb.kerala.gov.in/ml/about_kspb CC VI DEVELOPMENT ADMINISTRATION BLOCK 6 PLANNING AND DEVELOPMENT MACHINERY IN INDIA UNIT 4 NITI AAYOG: ROLES AND FUNCTIONS STRUCTURE 4.1.Learning Objectives 4.2.Introduction 4.3.Organisation
of NITI aayog 4.4.Functions of NITI aayog 4.5.Role of NITI aayog 4.6.
Conclusion 4.7.
Summary 4.8.Key words 4.9.Model questions 4.10. References 4.1. LEARNING OBJECTIVES After studying this unit, one would be able to- ? Understand
how the change in governance needed change in institutions in India. ? Explain the reasons behind the scrapping of the Planning Commission. ? Learn about the formation of NITI Aayog and its composition. ? Understand the functions of the NITI Aayog in changing planning perspective in India. ? Learn about the various ways in which Indian administration in responding to the changing times and conditions and accommodating itself. 4.2. INTRODUCTION
177 Modern liberal economies have slowly shifted to from permanent public institutions to advance the cause of the state to think tanks. These are policy formulating institutions far less cumbersome than government functionaries and flexible in operations regarding policy implementation. If western countries are taken as example where there is an ample growth of think tanks because they are perceived as harbingers of change that accelerates the state machinery and helps address peoples' concern in a far more effective manner. In India, where it's a predominantly new phenomenon think tanks are often viewed with apprehension as bidders for an elite class, be it intellectual, bureaucratic, or simply intellectual. But supporters of the trend hold aloft the idea that these think tanks are acting as a critical link between elaboration of policies and their implementation, because think tanks represent a vital component of successes of policies directed towards harmonization of existing practices of planning and coordination with contemporary paradigms of good governance and economic management. Since 1950, the target of the elected central government of India has been to usher a development narrative unprecedented in South Asia. The idea was to bring about rapid social and economic growth to harness the potential of the people and end disparities existing in the entire country through planned effort. The prime institution that was tasked with this job was the Planning Commission, which was launched in 1950 and was functioning till the end of 2014. Thereafter, on January 1, 2015, the Planning Commission got replaced by the National Institute for Transforming India, known as, NITI Aayog. Over last 70 years India has changed extensively be it in areas of demography where we have increased the area with inclusion of newer territories, developing others while keeping certain areas the same; economic condition where we started as a lower income country in early 1950s to a global powerhouse in the 21 st century; or in trajectories of growth and development, open and competitive markets. Keeping all these points in mind there was also a demand to bring in a new life to the system of policy formulation. As the technological innovations rise and there is an easy flow of information the need to change in policy framework as per present situation seemed imminent. From 1950 to 2014 it was the Planning Commission of India which supervised the area of planning process in India with the help of state planning boards, the National Development Council, and other
178 functionaries. The prime instrument initiated under

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the Planning Commission was the five-year plan for the economic development of the country. The 5-year

plans have ushered the country in a developmental phase which is unprecedented amongst the democracies of South Asia. Consecutive governments till 2014 have taken the state centred planning forward and even in times of crises annual plans by the Planning Commission have helped the nation stay afloat.

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However, in 2014, the 65-year-old Planning Commission was dissolved and a think tank – NITI Aayog (National Institution for Transforming India) took its place. The NITI Aayog (National Institution for Transforming India), is a think tank of the Government of India established on 1 January 2015 as a Commission to give suggestions to the Governments at the central and state levels.

The suggestions were to be formulated to enhance national coordination to provide relevant strategic, directional, and technical advice to the governments as well as other governmental institutions

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across the spectrum of key departments of policy/development process. The Prime Minister of India heads the Aayog as the Ex-officio Chairperson. Currently Suman Bery is the vice chairperson of the NITI. Further, it has some full-time as well as part-time members along with four Union Ministers serving as ex-officio members

about which we will learn in the organisation of the NITI Aayog. The governing council which forms the larger extended circle of the Aayog has in it

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all State Chief Ministers and Lt. Governors of the Union Territories

who in their absence are presented by relevant subordinates which are usually the Finance ministers of the respective states. The council as an institution upholds the ideal of cooperative federalism in India. The demands of the states as a cumulative demand are the real reflection of the demands of the nation. In a country like India with its various differentiations, bringing the states together to create a coordinated plan is a huge task. It the governing council that provides a base

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for such a national agenda to the Centre and the individual States.

This initiative helps to focus upon where a cooperative plan which can be undertaken by mutual understanding based on deliberative discussion between the various stakeholders.

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Additionally, there exists specific regional councils, and the Prime Minister can invite special invitees who are experts and specialists

regarding specific areas to provide professional help to the council.
179 Since the NITI Aayog serves as a think tank of the government, its function is more directional in nature. The functioning of the NITI Aayog can be equated to a

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policy dynamo, providing advice on strategic policy matters to the governments at the Centre and the States. Further, it includes

handling of economic issues of both domestic and international importance which become part of the core of financial administration in India. In addition to policy formulation, planning, strategic empowerment, the NITI

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Aayog provides direction to the monitoring and evaluation (M & E) activities in India,

which creates the feedback loop in the system of planning. Monitoring of implementation and evaluation of the policies post execution are important in creating plans for the future and take cognizance of various aspects of planning of earlier policies. The NITI Aayog also does the much important job of assuring the mechanisms required to assert quality standards, ethical procedures and provides appropriate institutional mechanisms for redressal as well. Thus, the NITI Aayog in effects is a body that reflects the following specific functionaries- • It acts as

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a group of people that the Government has entrusted the responsibility for formulating and regulating policies

of socio-economic importance. The policies are of serious importance as post the Planning Commission the NITI Aayog has taken up the duties concerning the transformation of India. • as a replacement for the Planning Commission and the NDC, the

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NITI Aayog assists the Government in both social and economic issues

concerning the country. Here no differentiation is made between the states and the union as the issues of the country as national in nature. • as an institution that with the help of professional department specific experts provide a great deal of insight to the government from the private sphere bringing in a dynamic approach to governmental work. • as

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a body that actively monitors and evaluates the implementation of the Government's programs and

initiative. This helps to uphold the principle of both accountability and flexibility in dealing with matters of national importance which are considered underperforming features in traditional bureaucracy. 4.3. ORGANIZATION OF NITI AAYOG

180 When the NITI Aayog replaced the Planning Commission the government institution was replaced by the think tank, there was a change in goals and objectives of the think tank. The government in its role as a facilitator for change in creating modern responses to the demands of time gave much leeway in its active responsibilities, the structure though was merely brought down for better coordination between the responsible authorities. The structure of the NITI Aayog is as follows- ? Chairperson: Prime Minister who was the chairperson of the Planning Commission was appointed with the same position in the NITI Aayog. ? Vice-Chairperson: To be appointed by Prime-Minister and enjoys the position of a cabinet minister. This is usually given to a professional expert associated with the areas of economy, finance, banking etc. ?

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Governing Council: Chief Ministers of all states and Lt. Governors of Union Territories

are members of the governing council, but as most chief ministers are busy with the day-to-day functioning in the states, the representatives appointed by the CMs attend the governing council meeting. The representatives are usually Finance ministers of respective states. ? Regional Council: To address specific regional issues, a regional council comprising the Chief Ministers and Lt. Governors Chaired by Prime Minister or his nominee was also instituted. ? Ad hoc Membership: 2 members in ex-officio capacity from leading Research institutions on rotational basis to provide insight on planning process outside government mechanism. ?

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Ex-Officio membership: Maximum four from Union council of ministers to be nominated by Prime minister

to bring in the perspective from the legislative corners. ?

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Chief Executive Officer: Appointed by Prime minister for a fixed tenure, in rank of Secretary to Government of India

is appointed from the bureaucratic order itself. ? Special Invitees: Experts, Specialists with domain knowledge are also nominated by Prime minister to bring in various perspectives to the process of planning as a whole. 4.4. FUNCTIONS OF NITI AAYOG

181 The government while formulating the structure of the NITI Aayog tried to bring in a more concentrated effort to the process of national planning. To narrow down the targets its was proposed that broadly the NITI Aayog would focus its functioning upon 7 core issues. These were inspired by the Panchsheel policy of Indian foreign relations. The seven pillars based on which the NITI Aayog works are: 1. Pro-People: The core idea was to fulfil the aspiration of the society at large as well as individuals. 2. Pro-Active: In anticipation of being responsive to the needs of the people of the nation, the NITI Aayog is to adopt proactive role. 3. Participation: Unity in diversity being the crux of Indian state, the aim was to bring all functionaries together for a unified attempt for development. 4. Empowering: Empowerment of women have been the concern of people in governance for a long time. Women thus were to be focussed more in all aspects of planning. 5. Equity: Providing an opportunity for the youth to find newer avenues for employment (both generation and fulfilment). 6. Transparency: The task was making government more visible and responsive to the needs of the people 7. Inclusion of All: The aim was not only to bridge class barriers but bring in changes for the society's most deprived section which were along caste lines, religious lines, demographic lines. Examples may include SCs, STs, OBCs, Minorities, Garib (poor), Gaon (villages) and Kisan (farmers). In the official sense of the term functions, various functionaries of the NITI Aayog play different functions within the think tank's ambit. As it is not a statutory body the performance of the institution is to be validated more in qualitative terms but to make the study of the institution easier functions have been based more or less on the above-mentioned pillar. Accordingly, NITI performs the following functions: 1) Evolving a shared vision for the development of the nation. The states and the union government as expected to take the cause of national development forward with high performance priorities and coordinated strategies.

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Through structured support initiatives and mechanisms with the States on a continuous basis

the ideal of cooperative federalism is held aloft. This is in a way starts a process of recognizing that strong States make a strong nation if there is a shared intent and mutual effort towards development planning. 3) Developing efficient mechanisms to formulate plans to provide newer means of village level development. The goal can be fulfilled with aggregation of such plans at progressively at higher levels of government. 4) The economic strategy and policy of the nation is to be coordinated within the ambit of larger national security as financial security becomes the backbone of country and requires constant improvement and protection. 5) More attention is to be paid to empower the sections of the society that haven't been benefitted by the progress of the country or haven't reaped the benefits of economic development such as backward castes, women, tribals, socially ostracised and exploited sections. 6) Not only designing long term policies and programmes but also monitor their progress and efficacy in delivering the requisite goals. Through feedback mechanism necessary mid-course corrections can be implemented and the process for incorporating improvements within the plan may be introduced to rectify problems. 7) The NITI Aayog aims to bridge the gap between government policy and policy research. It encourages partnerships between educational and policy research institutions with the government so that policy formulation as a process gets a holistic perspective. 8) Creation of a support system that provides system to create a knowledge bank for instilling the spirit of innovation, and entrepreneurial excellence through a collaborative community. This community is to be comprised of national and international experts, practitioners, and other partners sharing the same goals. 9) Offers a platform for resolution of various problems that plague the nation based on various factors. These problems can be of inter sectoral nature as well as inter departmental issues. There is always a need to solve such cross-sectional zones

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in order to accelerate the implementation of development agenda. 183 10) Maintaining a state-of-the-art Resource Centre. Such a

resource centre can be a repository on good governance initiatives and best practices implemented as well as executed that serve the purpose for sustainable and an equitable development and, enables its dissemination and accessibility to stakeholders. 11) Identification of the needed resources is a core area that needs to be strengthened as resources determine the extent of policy implementation. The scope of delivery and probability of success of programmes in a great way are dependent on these resources. The Aayog also does monitoring and evaluating purposes too so that the resource utilisation is maximum. 12) To keep Indian system up to date with the modern state of the art infrastructure, continuous upgradation of technologies is a must. Therefore, modern strategy implementation requires modernising infrastructure which the NITI Aayog is responsible for. 13) Capacity building is an important function of the Aayog as public policy isn't only for the present but also for the future as well. The need is for effective implementation of programmes and initiatives that makes capacity building not only feasible for present problems but foresees future problems and prepares effectively for it as well. Through the aforementioned functions of the NITI Aayog, a list of common features regarding the functioning of the Aayog can be ascertained. These are- 1. Cooperative and Competitive Federalism • The Aayog acts a primary platform for operationalizing Cooperative Federalism in India. This is done

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by enabling States to have active participation in the formulation of national policy.

To make the formulation and execution of such policies a success flexible deadlines are provided. With proper implementation this enhances efficacy

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as well as achieving time-bound implementation of quantitative and qualitative targets. 2. Shared National Agenda •

The Aayog ushers a shared vision of national development based on specific priorities and

strategies. This is achieved with the active involvement of States by providing a framework for the development of the nation with cooperation from the federal units. 3.

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State's Best Friend at the Centre 184 • Supporting the States in addressing their own challenges.

The Aayog aims not only to help the states but aid them as well by helping them realise their own potentials by building on strengths and comparative advantages. This is achieved through the coordination between the Ministries both at the centre and the state. This process exalts their ideas at the centre, which helps the states by

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providing consultancy support. 4. Decentralized Planning • Restructure the planning process into a bottom-up model.

This has been a major goal of the NITI Aayog to break the centralised top to bottom level of planning and rather create system that takes the initiative from the bottom and the top only aides and supports the proposed initiatives. 5.

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Vision & Scenario Planning • Design medium and long-term strategic frameworks across all sectors.

Strategic planning requires solutions to existing problems as well as provide nuanced ideas for future problems that may crop up with time such as war, disease, bad weather conditions, natural calamities etc. 6. Network of Expertise • Initiate streamlining of

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external ideas and expertise into government policies and programmes through a

collaboration between the national and international experts in various fields sharing the common national agenda.

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This would entail being Government's link to the outside world. 7. Knowledge and Innovation hub •

The aim of the Aayog is also to act as not only an accumulator but as a disseminator of research related to policy formulation and execution. This enhances the probability to choose and initiate the

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best practices on good governance, through a Resource Centre which identifies, analyses, shares and facilitates replication of the same. 8. Harmonization • Facilitate harmonization of actions across different layers of government through communication, coordination, collaboration, and convergence amongst all stakeholders. The emphasis will be on bringing all together on an integrated and holistic approach to development. 10.

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Coordinating interface with the World 185 • Being the nodal point for strategically harnessing global expertise and resources from multilateral platforms, nations etc

makes the Aayog a centre of linking global practices with national aspirations which is coordinated by the governments. 11.

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Internal Consultancy • Offer an internal consultancy function to central and state governments on policy and program design, specialised skills such as structuring and executing Public Private Partnerships. 12. Capacity building •

Infrastructure creation and upgradation of technologies across government functionaries is an important feature. This aids the attempt of the

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government in benchmarking with latest global trends and providing managerial and technical knowhow. 13. Monitoring and Evaluation

Policy initiation, formulation, implementation, and execution are important aspects but what makes the process holistic and the institution capable is the feedback mechanism created to rectify, re- engage, reformulate policies according to requisite changes. The Aayog acts as a monitoring authority as well to keep mismanagement at bay. 4.5. ROLE OF NITI AAYOG The NITI Aayog as a think tank has a very well-defined role in the planning process of the nation. Its mainly coordination, implementation, capacity creation, monitoring to be very precise among the various stakeholders aimed to prepare plans and strategies targeting a national agenda. The role of the NITI Aayog can be brought down to the following points- ?
To foster cooperative federalism through structured support initiatives and mechanisms with the States on a continuous basis, recognizing that strong States make a strong nation. ? To

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develop mechanisms to formulate credible plans at the village level

and aggregate these progressively at higher levels of government. ? To ensure, on areas that are specifically referred to it, that the interests of national security are incorporated in economic strategy and policy.
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To pay special attention to the sections of our society that may be at risk of not benefitting adequately from economic progress. ?

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To provide advice and encourage partnerships between key stakeholders and national and international like-minded Think Tanks, as well as educational and policy research institutions. ? To create a knowledge, innovation, and entrepreneurial support system through a collaborative community of national and international experts, practitioners and other partners. ? To offer a platform for resolution of inter-sectoral and inter-departmental issues to accelerate the implementation of the development agenda. ? To maintain a state-of-the-art Resource Centre, be a repository of research on good governance and best practices in sustainable and equitable development as well as help their dissemination to

stakeholders. 4.6. CONCLUSION The NITI Aayog is an institution that meets the requirement of a modern India, development in a modern democracy which is a part of global economic environment cannot be sluggish in its process. The need to fasten the pace of policy implementation in India is also of political importance, as a diverse country as India requires a concentrated effort between the state governments and the central government to bring together a holistic effort towards national development. The usefulness of the Aayog is many but there has been criticism as well to the functioning of the think tank. The scenario of Indian private sector hasn't changed as expected. As the NITI Aayog has no role in influencing private or public investment, the impact it has in bringing in FDI has been very limited. The Indian society has remained more or less unequal in its nature and the concerted goals of reducing the same has been very limited. Inequality has continued to grow in the Indian society and the effect of NITI AYOG in combating this has been very limited. The desired goals of reducing impoverishment have been very limited in that sense, the most serious concern has been the politicization of the organization in recent times which has seen many state governments complaining about the approach the NITI Aayog takes in answering to the cause of the states with non-centre based 187 parties. There haven't been new arrays to solve structural issues in the country are still not visible. Caste disparities exist, geographical inadequacies haven't been sorted as fast as expected, infrastructural development hasn't been boosted at the speed it was expected to. Many complain about the fact that the NITI AYOG has been transformed into a glorified recommendatory body which lacks the requisite power to bring positive change in the government's actions and implementational problems has plagued the institution. The efficiency of the Aayog cannot be judged so easily as there has been only a few years of its existence and every institution requires time to prove its commitment o desired goals. As a think tank it's a visionary step to bring policy processing in India at a global level and the goals ascribed can only be reached after all efforts have been put together for a considerable time towards a national goal, only then the true judgement on NITI Aayog be passed. 4.7. SUMMARY ? The Planning Commission got replaced by the National Institute for Transforming India, known as, NITI Aayog in 2014 to bring in a modern perspective to policy formulation India. ? The primary goal has been to rejuvenate the process of planning in India and transform it from top-bottom to bottom-top approach of bringing in development. ? The state and the union government are supposed to act in a coordinated manner to address the issues of the nation as a whole. The initiatives include capacity building measures, upgradation of technologies and resource coordination based on monitoring. ? The role of the NITI Aayog as a comparatively new institution has become a more streamlined version of the Planning Commission with less government interference and more public private participation. ? Though there have been criticisms regarding the NITI Aayog, the judgement about its efficiency can only be passed after a certain amount of time when its policies have been implemented and evaluated. 4.8. KEY WORDS

188 1. Think tank- a research institute or organization employed to solve complex problems or predict or plan future developments, as in military, political, or social areas. 2. Entrepreneurial- Being entrepreneurial can mean knowing your industry inside out, and being able to exploit that knowledge to create new opportunities. Being entrepreneurial can mean sharing ideas freely and celebrating so-called failures as learning and growing experiences. 3. Innovation- Innovation is the spark of insight that leads a scientist or inventor to investigate an issue or phenomenon. That insight is usually shaped by an observation of what appears to be true or the creative jolt of a new idea. Innovation is driven by a commitment to excellence and continuous improvement. 4. Accumulator- a person or thing that collects /accumulates something. 5. Disseminator- someone or something that spreads or gives out something, especially news, information, or ideas, to a lot of people. 6. Ad-hoc- Ad hoc literally means "for this" in Latin, and in English this almost always means "for this specific purpose." Issues that come up in the course of a project often require immediate, ad hoc solutions. 7. Ex-Officio- The term “ex-officio” is a common Latin phrase which when literally translated means “from the office.” It should not be used to describe a type of membership in an organization but rather an obligation or privilege a person has, by virtue of their position, to serve on a board or committee 4.9. MODEL QUESTIONS Short questions ? Which institution was replaced by the NITI Aayog and why? ? What is a think tank? ? What are the 7 pillars of the NITI Aayog? Medium questions ? Write any 2 criticisms of the NITI Aayog? ? What is PPP model in governance? ? Describe the organization of the NITI Aayog?

189 Long questions ? Explain the new role the NITI Aayog is expected to perform in planning process of India? ? NITI Aayog encourages cooperative federalism between the centre and the state. Explain? ? Discuss in detail the transformation of Indian planning structure from planning commission to NITI Aayog and reasons for the same? 4.10. REFERENCES Rao. M.G. (2015) “Role and functions of the NITI AAYOG” Economic and Political Weekly L No. 4(4) Website - https://en.wikipedia.org/wiki/NITI_Aayog Website - http://niti.gov.in/content/niti-policy-briefs Website - https://old.amu.ac.in/emp/studym/100015563.pdf CC VI DEVELOPMENT ADMINISTRATION BLOCK 6 PLANNING AND DEVELOPMENT MACHINERY IN INDIA UNIT 5 NEW ACTORS OF DEVELOPMENT ADMINISTRATION: NGOs AND SELF-HELP GROUPS STRUCTURE 5.1.Learning Objectives 5.2.Introduction 5.3.NGO’s in India 5.4.Role of NGO’s 5.5.Role of self help groups 5.6.

Conclusion 5.7.Summary 5.8.Key words 5.9.Model questions 5.10. References 5.1. LEARNING OBJECTIVES After studying the unit, one should be able to:

190 • Describe the role of NGOs in aiding the development process in the country. • Discuss the functioning of NGOs in India. • Explain the relationship between the Government and NGOs and self-help groups. • Analyse the strengths and weaknesses of self-help groups in creating developmental structures. 5.2. INTRODUCTION Development administration has gone beyond the limits of governmentality in the 21 st century. Today development isn’t a phenomenon restricted to the halls of the bureaucratic order or the parliament, it has not only gone beyond these but has been ever expansive. New actors have taken part in planning, policy, and administration. Private entities such as think tanks, research forums and others are taking an active part in the development of a country. The times of centralised development mechanism are a thing of the past, modern governments have decentralised and de-regularised development administration to bring in various players into the process to make it more holistic and coordinated. In this new environment, non-governmental organisations, self-help groups and other functionaries are taking an active part in contributing to the development narrative of the country. The modern notion of the role of NGOs is in advancing the cause of national agenda by coordinating closely with the government hand in hand. The entire narrative of development planning today is one of active people’s participation with the governmental authorities. This is primarily achieved through joint ventures, participation and cooperation between the public actors and the organised non-governmental organisations (NGOs) and self-help groups. The above-mentioned coordinated impetus is achieved by various interfaces of the developmental decision-making process such as planning, implementation of the plan, monitoring and evaluation of plans and policies. Any chance of success, efficiency, effectiveness, economy and legitimacy of the government is possible only via this cooperative venture. This unit will highlight the role in development planning by non-governmental organisations, self-help groups and other units. These organisations render speedy and less costly implementation of development policies by providing useful information to administration in programme planning, implementation and evaluation. To further the cause of national development the relationship between NGOs and government is of utmost importance. These relationships can vary in dimensions and

191 authority butregarding the process of planning and implementation of development programmes, they become sincere agents of transformation and progression.Despite their obvious advantages though, there are many constraints which affect the relationship due to the nature of such organisations and groups and to what extent their help is expected to yield results. An attempt has been made to analyse the strengths and weaknesses of all such organisations that take part in development administration in the country and with the help of certain examples the goal is to suggest useful methods to improve their functioning as well as the relationship between the government and these organisations. 5.3. NGOs IN INDIA To limit the vastness of the topic the unit is going to focus on the existence and functioning of NGOS in India specifically. To set the record straight, NGOs aren't a new phenomenon in India. They have been present before the country achieved its independence in various forms.During the second half of the 19th century, when the phenomenon of nationalist consciousness spreading all around the country as the need for structural change gained momentum. There was a demand for changing the narrative of society from exploitation and submissiveness to need for care and need for support. During this time numerous organizations were established including the Friend-in-Need Society (1858), Prathana Samaj (1864), Satya Shodhan Samaj (1873), Arya Samaj (1875), the National Council for Women in India (1875), and the Indian National Conference (1887). These were the seeds of present-day NGOs in the country and tried to help people within the framework of colonial domination. The Societies Registration Act (SRA) was approved in 1860. This act strengthened the ability of NGOs to function and provided legitimacy to the growing body of nongovernment organizations (NGOs). The same SRA continues to be the bedrock law for NGOs in India, although most state governments and the central government as well has brought in amendments to make the act more feasible and suitable to the requirements of the present times. One of the most pertinent examples of this form of legitimacy would be the example of Christian missionaries who have been active in India for a long time even before the advent of the colonial powers. They in turn performed the role of NGOs without getting the name for it. The action of the missionaries was based and directed into efforts toward reducing poverty and constructing hospitals, schools, roads, and other infrastructure. These were the earliest evidence for NGO work in India.
192 Modern day NGOs focus their efforts on education, health, relief, and social welfare during times of crises as well as normalcy. Post 1947 the Government of India decided to centralise the process for taking the developmental planning to itself and created various institutions for it. Thus, the realm of social welfare and development was taken under the wing of the government. This limited the scope and performance of the NGOs but recognized their potential for civil society to supplement and complement governmental efforts. Within the first Five-Year Plan it was explicitly stated that, - "

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Any plan for social and economic regeneration should take into account the services rendered by these agencies and the state should give them maximum cooperation in strengthening their

efforts." The mention of "these" indicated the participation of organisations that weren't part of the government but making contributions on grounds of development planning and other welfare areas. Keeping the idea of state centric planning for development based on NGO centred assistance, the Central Social Welfare Board was established in 1953. The sanctioned targets were to promote social welfare activities and support people's participation programs through NGOs. This was the step that enhanced the role and expanse of NGOs in India. The required impetus for additional funding and recognition led to a growing body of professional NGOs in the country. Due to certain budgetary constraints the Government of India decentralized a section of development activities throughout the 1950s and encouraged funding from all sources to contribute in nation building and national integration. The establishment of the National Community Development Program and the National Extension Service were early steps in this direction. With further decentralization to aid rural development there was the introduction of the three-tier Panchayati Raj system in 1958to bring in development measures to the lowest sectors of the country. With this there was a great increase in the number of farmers unions and agricultural cooperatives around this time. The core of this initiative was networking, which became more commonplace in civil society. In 1958, the Association for Voluntary Agencies for Rural Development (AVARD) was founded as a consortium of major voluntary agencies. The influx of International NGOs came to India during major crises years. It was to provide drought relief during two consecutive agricultural seasons, 1965–1966 and 1966–1967. After their intervention many NGOs set up permanent offices in the country to deal with any repeat of such events and help aid and strengthen the process of bringing relief and welfare to the common

193 man. Moreover, foreign funds began flowing to domestic NGOs in India, changing the character of non-governmental participation in the country. Today, about 1.5 million NGOs work in India (i.e., non-profit, voluntary citizens' groups organized on a local, national, or international level). This includes temples, churches, mosques, gurudwaras and organisations run by them such as community kitchens, libraries, think tanks. These also include certain sports associations, hospitals, educational institutions etc. Most NGOs are functioning with the help of private donors and the ground work is centred around volunteers rather than employees. 5.4. ROLE OF NGOs The role NGOs play is crucial to the development at not only at a macro level but also micro level as well. The expansive nature of NGOs is to be taken into consideration while looking at various functions they play in the society. NGOs are expected to play an important role in development planning process at an executionary and supportive stages. Various aspects of development are looked into under this role. This includes the role of planner and implementer of development programmes at the localised level. Here planners, mediators and other staff working under the NGOs bring together their forces and resources to initiate planning. Then there is the role of mobiliser of local resources and initiatives such as fund raisers, campaigners working within the NGOs. Then there is the section of catalysts, enablers and innovators in the form of groups of researchers, think tanks specialists and experts. They also act as builders of self-reliant sustainable society where public policy formulation can yield development initiatives for the people and at the same time play the role of mediator of people and government. All in all, NGOs have been performing the roles of facilitators, supporters and partners of government programmes; agents of infrastructural upgradation and disseminators of information. The most important area of this has been the education sector where various NGOs have put their best foot forward as facilitator of development education, training and technical assistance. Their contribution has been a major factor of transformation, conscientisation and improvement of the developmental administration in India from the perspective of collective responsibility. To sum up the role of NGOs the following major roles can be pointed out-
194 ? Supporting Government plans/projects NGOs help in selecting the most suitable place for innovative projects and specify the weaknesses and strengths. ? Suggest the ways to overcome the shortcomings that government may face at the time of implementation as NGOs act more quickly on ground than the bureaucracy especially in the domain of planning and implementation of government programmes. ? They support and demonstrate the pilot projects very effectively and facilitate clear communication between citizens and the government. The effectiveness of NGOs is always more because of the geographical expanse of the nation and its socio-economic diversity that makes government machinery to reach every nook and corner difficult. Thus, NGOs have the first hand feel of the community response to the existing programmes and basic needs of the people as their force is more grounded and diversified.One of the major advantages of having NGOs function is their feedback mechanism which is very fast as their personnel are more coordinated and flexible in functioning. In a way they provide much needed feedback for modifying or changing the existing programmes and formulating new policies and programmes, as per the needs of local people upon various mechanism put to check the reach and efficacy of programmes. However, communication downward reflects informing people (local) about the government plans, functions and resources which creates a mechanism of holistic functioning between the NGOs and the government along with the people. 5.5. ROLE OF SELF-HELP GROUPS Self-Help Groups have become a decisive unit in the developmental programmes of government and NGOs. Planning based on government institutions required certain ground level organisations to create a real impact in large and diverse country as India. Considering the early challenges faced by the nation, the dearth of public institutions to reach the lower ranks was of high priority for the government to solve. At the same time to aid the people in these areas, extensive government machinery needed to be put into effect which was unavailable. To solve this self- help groups were strengthened and given powers to bring people in associated institutions such as cooperative banks,

195 stores, seed banks, cooperative societies, consumer stores, agricultural markets, traders association, handicraft associations, medical service providers and others. A number of strategies were put in place to aid the functioning of these self-help groups especially in rural areas to bring welfare to those who aren't at the core of developmentalist purview of the government. All the mechanisms put to use to alleviate the problem of poverty by both governmental and non-governmental organizations were implemented on ground in the best manner possible by judicious functioning these groups. Though, not all is problem free in the area of self-help groups. Some of them were partially successful and others were failures. Rural communities were riddled with certain problems that hindered the democratic ideal of functioning. Rampant paternalist tendencies of lower governmental organisations with local strongmen, discrimination in appointment, disparity in providing relief in times of distress, patriarchal hindrances to women empowerment and economic mismanagement have had adverse effects on the success the SHGs. To solve such problems not only decentralisation of functioning was done but of strategies as well- Community based approaches, family-based approaches and individual based approaches were used to solve the aforementioned problems. The existence of sound community networks in villages has been the result of self-help groups created under the aegis of the government.It

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is increasingly being recognised as one of the most important elements of financial stabilization in the rural areas

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in the development agenda. The help in accessing credit to the poor and thus, play a critical role in poverty alleviation

process in the rural areas of the country has been a major achievement of the SHGs.

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They also help to build social capital among the poor, especially women. This has empowered women and given them greater voice in the society.Financial independence through self-employment has many externalities such as improved literacy levels, better health care and even better family planning. Functions of

SHGs ?

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It looks to build the functional capacity of the poor and the marginalized in the field of employment and income generating activities. ? It resolves conflicts through collective leadership and mutual discussion. ? It provides collateral free loan with terms decided by the group at the market driven rates. 196 ? Such groups work as a collective guarantee system for members who propose to borrow from organised sources. The poor collect their savings and save it in banks. In return they receive easy access to loans with a small rate of interest to start their micro unit enterprise. ? Self-Help Groups have emerged as the most effective mechanism for delivery of microfinance services to the poor. 5.6.

CONCLUSION In India NGOs have been performing the role of government programme and policy facilitators for long. NGOs have aided the government's socioeconomic development agenda for nation building and development. The field of development administration hasn't been bereft of this phenomenon. Various NGOs such as Child Rights and you (CRY), Smile India foundation, Goonj Foundation, HelpAge India and others have contributed extensively to the cause of vulnerable, deprived sections. The welfarism done on behalf of these NGOs contribute heavily towards the development of both social as well as economic development of the society. As years passed the development narrative of the country shifted many times, sometimes due to external crises and sometimes due to internal need for changes. The road for NGOs has been tougher than self-help groups as the latter has been supported extensively by the government as their alignment with community centric development coalesced with the government. The NGOs have had a mixed relationship with the government. Their importance changed when the government changed their approach towards policy formulation and execution. When the emphasis shifted from capital- oriented growth to anti-poverty programs as per government, the NGOs made a distinct shift from welfare and service delivery interventions to a direct attack on poverty and instituted various programmed for the same. Subsequently, in the 1990s, when the state moved on to macroeconomic and structural reforms, NGOs began to focus on scaling up their activities. This led to their working with the state to develop innovative methods and ensure commensurate changes in policy. They also stepped-up advocacy and lobbying, increased networking, expanded their range of operations, and targeted marginalized groups. At times various NGOs were cornered by the government for their alleged role in money laundering, corruption induced methods, lobbying for policy change as well as kickbacks in the form of money or
197 other benefits. Hawala transactions have been a major concern for the government where NGOs have surfaced as institutions for defrauding public money. NGOs have had a love hate relationship with the government but their role in aiding the development narrative of the country cannot be dismissed or taken lightly. Self help groups have had a lasting relationship as well as impact on the marginalised sections of the India society due to their more decentralised nature of functioning and outreach. Development administration in India has been a holistic attempt to take the cause of Indian development forward. The socio economic as well as cultural upliftment has been a joint ventured achievement of governmental organisations, private organisations, NGOs, self-help groups and individuals in their private capacity. The prime need of the hour is that NGOs need to release their fears of government hounding and suspicion. The fallacies of thought of being susceptible to bureaucratic control, of being greedy for achievement and indulging in corruption must be relinquished. Their confidence in the government, cooperation and joint efforts with personnel will only strengthen the unity, territorial integrity and sovereignty of the nation and promote socio-economic development. 5.7. SUMMARY ? Non-governmental organisations have been present in India pre-1947. Their role has shifted from providing aid to various other roles which are mostly in aiding the initiatives of the government related to developmental programmes and policies. ? NGOs have contributed to various domains of welfare in the country in arenas of education, child rights, medical aid, disaster aid etc. Economic developmentalism has been a core feature of NGO functioning in India. ? Self-help groups on the other hand have had a direct effect in decentralised planning procedures of the government related to welfarism in rural areas and marginalised communities. ? Various criticisms remain of NGOs in India mainly on grounds of money mismanagement, laundering, lobbying, corruption etc. High bureaucratic red tape-ism has been the problematic area brought up by NGOs against government intervention.

198 5.8. KEYWORDS 1) NGO- Non-governmental organizations, or NGOs, were first called such in Article 71 in the Charter of the newly formed United Nations in 1945. While NGOs have no fixed or formal definition, they are generally defined as non-profit entities independent of governmental influence (although they may receive government funding). 2) Self-help group- These are informal groups of people who come together to address their common problems. While self-help might imply a focus on the individual, one important characteristic of self-help groups is the idea of mutual support – people helping each other. 3) Cooperative society- A cooperative society is often a voluntary association of individuals who come together with the intention to work together and to promote their economic interests. These societies work on the principle of self-help as well as mutual help. The primary goal is to provide support to the members. 4) Paternalist- It is the interference of a state or an individual with another person, against their will, and defended or motivated by a claim that the person interfered with will be better off or protected from harm. 5) National integration- It is the awareness of a common identity amongst the citizens of a country. It means that though the individuals belong to different communities, castes, religions, cultures and regions and speak different languages, all of them recognize the fact that they are one. 6) Hawala- It can be defined as a money transfer method, which takes place outside the traditional banking system and requires a minimum of two Hawala dealers (or hawaladars) that take care of the "transaction". In India, illegal money laundering is often referred as hawala transaction. 5.9. MODEL QUESTIONS Short questions ? What is an NGO? ? What is a self-help group?
199 ? Name 5 Indian NGOs and their areas of work? Medium questions ? Discuss in short how SHGs have helped Indian villages? ? Which crisis brought and influx of international NGOs to India? ? Write about the common criticisms associated with NGOs in India? Long questions ? Discuss in detail the role of NGOs? ? Write a short note on any one of the NGOs working in India? ? Explain in detail why Self-help groups have been more successful in Indian developmental narrative based on their functions? 5.10. REFERENCES Bava, Noorjahan (1997)" Non-Governmental Organisation in Development Theory and Practice", Kanishka Publishers, New Delhi. Chandra, Snehlata (2001) "Non-Governmental Organisations-Structure, Relevance and Functions", Kanishka Publishers, New Delhi. Lyal S. Sunga. (2005) "NGO Involvement in International Human Rights Laws and NGOs". Cambridge: UN Press. Narayan, D., Chambers, R., Meera, S., and Petesch, P. (2000) "Voices for Poor. Crying out for Change". Oxford University Press. Sarin, Ritu (1995), 'The Big Business of NGOs', The Pioneer Website- https://ngofeed.com/top-ngos-in-india/ Website- https://www.drishtiias.com /to-the-points/Paper2/self-help-groups-shgs

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Unit-I Meaning and Scope STRUCTURE 1.1.Learning Objectives 1.2.Introduction 1.3.Understanding the Meaning of Development Administration 1.4. Scope of Development Administration 1.5. Conclusion 1.6.Summing Up 1.7.

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is a by-product of comparative study of Public Administration in the Third World which are making efforts to attain self-generated economic growth. The

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The essence of development administration is to bring about change through integrated, organised and properly directed governmental action. 2 In the recent past, the governments in most developing nations have shifted their focus on development by means of planned change and people's participation. With this shift of administrative concern towards developmental objectives the researchers and practitioners of Public Administration have been forced to conceptualise the developmental condition and bridge the gaps in the administrative theory. The growing welfare functions of the government have brought into the limelight the limitations of the traditional theory of administration. The

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essence of administration in the present conditions lies in its capacity to bring about change in the structure and behaviour of different administrative institutions, to develop an acceptance

essence of administration in the present conditions lies in its capacity to bring about change in the structure and behaviour of different administrative institutions, to develop an acceptance

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the change, and to create a system that can sustain change and improve the capacity of institutions to change. All these calls for renewed efforts on the part of institutions engaged in the tasks of development. Thus development administration as an area of study and as means to realise developmental goals assumes importance. This unit will highlight the meaning andscope of development administration. 1.2.	the change and to create a system which can sustain change and improve the capacity of institutions to change. All this calls for renewed efforts on the part of institutions engaged in the tasks of development. Thus development administration as an area of study and as means to realise developmental goals assumes importance. This unit will highlight the meaning, features and genesis of development administration. 1.2

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widely participatory process of directed social change in a society, intended to bring about both social and material advancement including greater equality, freedom and other valued qualities for the majority of people through their acquisition of greater control over their environment.	widely participatory process of directed social change in a society intended to bring about both social and material advancement including greater equality, freedom and other valued qualities for the majority of the through their gaining greater control over their environment. 2

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Development Administration' is coined by U. L. Goswami in 1955. However, the formal recognition to it was given when the Comparative Administration Group of the American Society for Public Administration and Committee on Comparative Politics of Social Sciences Research Council of the USA laid its intellectual foundations.	development administration? It was first coined by U.L. Goswami in 1955, but the formal recognition to it was given when the Comparative Administration Group of the American Society for Public Administration the Committee on Comparative Politics of the Social Sciences Research Council of the U.S.A. laid its intellectual foundations.

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Scope of Development Administration: With the de-emphasis on the dichotomy between development administration and non- development administration, the scope of development administration as a discipline as well as a profession has increased enormously in recent years. Firstly, the discipline or the study of development administration has focused on the progressive goals of administrative systems and thus

SCOPE OF DEVELOPMENT ADMINISTRATION With the de-emphasis on the dichotomy between development administration and non-development administration, the scope of development administration as a discipline as well as a profession has increased enormously in recent years. The discipline or the study of development administration has focused on the progressive goals of administrative systems and thus

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values have taken a central place in the analysis of development administration. Second, these progressive goals are being studied in a very wide context involving political, economic, social, cultural and technological systems. Thus, the students of development administration are examining the variegated dimensions of political, economic, social, cultural and technological development in an objective manner. Thirdly, Development Administration analysis is not confined to national boundaries, it transcends them and has rightly become cross-national and cross-cultural in its approach and orientation. Fourthly, its expanding intellectual network has enveloped a number of branches of public administration that have their origin in a variety of functional administrative areas. For instance, areas such as industrial administration, agricultural administration, educational administration, health administration, and the continually growing intellectual network of development administration would encompass irrigation administration and social welfare administration. Thus, development administration, going beyond the issues of large-scale transformation in developing countries, helps in strengthening the empirical base of public administration as a 4 discipline and thus makes it more 'rigorous'. Its ideas and lessons can be fruitfully utilised for facilitating the process of all-round development. Little wonder, development administration, during the past four decades, has influenced the whole notion of governance at the national as well as the international levels. In South Asia, as in other regions of Asia, Africa and Latin America, the concerns of holistic transformation of societies have penetrated into the philosophy and practices of governance. The interdependence

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meaning, Nature, Scope and Significance of political, economic, social, cultural and technological development has become a widely accepted truth. This has made the strategies of national transformation increasingly multi-faceted and ecological in orientation. Second, the administrative system being the crux of the governance system has become an integral component of any process of change. It is impossible to conceive of 'development' in any realm without first examining the requisite role of the administrative system. What lends sustainability to the process of development is a sound administrative system that provides vitality and viability to the change process. Third, the process of nation-building has become closely intertwined with the process of institution-building as a result of the thrust of development administration. Whether it is urbanisation, rural transformation, educational development, health improvement, women's welfare, childcare or technological growth, no organised development is possible without systematic planning, programming, coordinating, human resource management and administration of non-human resources. Thus, the dimension of effectiveness in the process of governance has taken a crucial place. Undoubtedly, this is the clear impact of the sprawling scope of development administration. Fourth,

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development administration has paved the way for a new 'humane' administration. It has propelled the promotion of enterprising and inspiring leadership that generates a motivational climate and induces the best among the personnel forming the network of development organisations. This has led to the expansion of the scope of development administration. And lastly, with the emergence of strong faith in the philosophy of liberalisation, globalisation, privatisation, and public-private partnership, the scope of development administration is transcending the public (government) systems and is influencing the functioning of even the emergent modified private sector that is learning the strategies of co-existing and co-functioning with the public system without in any way imbibing the dysfunctionalities of bureaucracies. In times to come, the scope of development administration is bound to further expand vertically as well as horizontally. 5 1.4.

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the practice of development administration? 3. What is the scope of development administration,

the nature of development administration. 3. What is the scope of development administration

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of Development Administration: There are certain distinct features of development administration. We would now discuss them briefly: 1. Change Orientation: The first and foremost element of development administration is its change orientation. Change forms part of philosophic values of development administration. Development administration involves itself in establishing a new social order in which growth and distributive justice coexist. For PaiPanandikar the central theme of development administration is socioeconomic and political change. Development administration cannot be status-quo oriented. No development can take place unless and until it introduces certain positive changes in a system. Changes such as structural reorganisation of administration, innovative programme to increase production, remove unemployment, poverty etc., new schemes to improve employer-employee relations must form a part, of development administration. 2. Goal Orientation: Developing countries are facing the problems of poverty, squalor, injustice, unequal distribution of wealth, lopsided agricultural growth, underdeveloped technology etc. These colossal issues need to be tackled systematically by fixation of priorities and goals. Development administration is the means through which the goals of development viz., social justice, modernisation, industrialisation and economic growth can be achieved. 3. Innovative Administration: Development administration focuses on replacing/ improving the existing governing structures and norms with the ones that suit the changing political and social environment. In other words, development administration is one that is dynamic and progressive in thought and action. It is interested in identifying and applying new structures, methods, procedures, 10 techniques, policies, planning projects and programmes so that the objectives and goals of development are achieved with

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minimum possible resources and time. India, for example, has experimented with many new institutions and procedures which can be termed as the hallmarks of development administration. We have introduced various development programmes like IRDP (Integrated Rural Development Programme), TRYSEM (Training Rural Youth for Self-Employment), NREP (National Rural Employment Programme), DWACRA (Development of Women and Children in Rural Areas), Tribal Development Programmes etc. These programmes broadly aim at

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creation of job opportunities and the reduction of poverty. We have also established some development agencies like the District Rural Development Agency, District Planning Cells, State Planning Boards, Co-operatives etc. Thus development administration has to be innovative enough in order to realise the pre-determined objectives of development. In fact, innovative and creative administration leads to speedy realisation of goals. Client-Oriented Administration: Development administration is positively oriented towards meeting the needs of the specific target groups, like small and marginal farmers of landless agricultural labourers and rural artisans in India. The sociocultural and politico-economic progress of these sections forms the essential basis of performance appraisal of development administrators. Many target group-centred or beneficiary-group-oriented organisations have to be created so as to provide these underprivileged sections

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the requisite goods and services. It has been suggested that development administration is a 'people-oriented' administration which gives priority to the needs of its beneficiaries by preparing, reviewing and, if necessary, changing the programmes, policies and activities aimed at the satisfaction of the needs of people in question. The administration is involved in the betterment of a lot of the deprived and the weak. Their upliftment becomes a part of the whole administrative ethos. The welfare of the weaker sections is a part of the administrative value. This feature points 'out the Development Administration: Concept and Meaning Concepts and Approaches are highly motivated and committed to a progressive philosophy aiming at cutting the roots of vested interests in society. 'This is possible if the people of initiative, extra dedication and perseverance are inducted into the development	the requisite goods and services. It has been suggested that development administration is ' people-oriented' administration which gives priority to the needs of its beneficiaries by preparing, reviewing and, if necessary, changing the programmes, policies and activities aimed at the satisfaction of the needs of people in question. The administration is involved in the betterment of the lot of the deprived and the weak. Their upliftment becomes a part of the whole administrative ethos. The welfare of the weaker sections is a part of the administrative value. This feature points 'out the 'L 3 -L ---- 6-- ..C -A-:-:-&--*:-- T L - ---%.~h-i -C ..... A-..-I-----+.-----:--+:-- Development AdnhhistfPtion : Concept and Meaning are highly motivatdd and committed to a progressive philosophy aiming at cutting the roots of vested interests in the This is possible if the people of initiative, extra-dedication and perseverance are inducted into the development

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administrative structures. Training of personnel can be one effective method of creating such a team. Development administrators should not just formulate plans for the people but even monitor them in such a way that the beneficiaries are actually benefited. 11 Participation-Oriented Administration: Development administration accepts for its purposes the principle of the associative and participative system of administration. Here, people are not treated as mere passive recipients of benefits of goods and services. They are taken as active participants in the formulation and execution of development plans, policies and programmes. It is recognised that centralised administration will not only be unable to take cognisance of local problems in a realistic frame but it would also be deprived of the use of local initiatives, energies and resources. Hence, effective formulation of programmes and their implementation with the help and association of the local people is now a well-recognised principle of administration. It involves giving people an increasing share in the government's governance and management of developmental affairs. That is why the involvement of Panchayati Raj institutions in planning and administration has found renewed support in India’s development strategy. Effective Co-ordination Since development implies increasing specialisation and professionalization, the number of agencies and organisations involved in development tasks has considerably gone up. In order to have the maximum benefit of this emergent administrative system, co-ordination between various administrative units and activities is essential. To achieve maximum results, wastage of resources, time and cost has to be avoided. Development Administration has to co-ordinate the activities of development agencies and organisations to integrate their efforts and energies for the realisation of development goals. This would even save the administration from the problems of duplication of functions, neglect of important functions and unnecessary focus on irrelevant or marginally relevant activities. It would thus minimise administrative lag. Ecological Perspective Development administration shapes the environment-political, social and economic and also gets affected by it in turn. It is not a closed system. It receives feedback from the social system and responds to the demands put on it by the system. In a way, development administration is related to the environment and involves close interaction between the administration and the environment. The environment sets forth the operative parameters of development

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as “the organization and direction of human and material resources to achieve desired ends”.

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development and development administration. 4.2. Introduction: Development Administration and Administrative Development are interrelated concepts. Both are dependent on each other. Administration of development is as important as

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development of administration. To achieve development goals it is essential that there is

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proper assessment of resources, proper plan formulation, evaluation and. implementation, adequate involvement of people, emphasis on technological change and self-reliance. At the same time, we also need developed bureaucracy, integrity in administration, initiative, innovativeness, a delegation of powers, decentralised decision-making etc. Administrative development cannot take place without administrative change and reform. Both concepts support each other and

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development of administration is needed for the administration of development. As per F. Riggs 'development administration and 'administrative development' have a chicken-and-egg kind of relationship. The superiority of one concept over the other cannot be established. 4.3.

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Development Administration: 22 There is no uniform definition of development administration which is agreeable to all. But we can at least arrive at certain basic features and characteristics in order to understand the concept of development administration, we should try to understand the meaning of the concept viz., administration of development and development of administration. Administration of Development: Development is integral to the aims and activities of the government, especially in developing countries. Because of the paucity of resources, humans and materials in their counties, the need for making optimum utilisation of available means and augmenting new means assumes a great importanc. Development administration thus becomes a means through which the government brings quantitative and qualitative changes in an economy.

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government is not only fixing priorities but also making efforts to realise them. Though Weidner is said to be the - first to conceptually explain the definition of development administration, many other scholars, like Riggs, Ferrel Heady, Montgomary, Gant, PaiPanandikar have attempted to define the term in their own ways. However, before we analyse the different definitions and meanings of the term, it should be mentioned that all of them agree that development administration is an effort towards

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planned transformation of the economy involving not only the sphere of administration but also formulation of policies and indeed the society as a whole. It is an effort at the synchronisation of changes in all spheres of development- economic, political, social and cultural. Thus development is not only viewed in terms of growth process, but it includes a process of social change. The State plays a leading role in bringing about development through its administrative system. In order to discharge this role it requires a distinct type of support by administration which involves, as has been observed by Swerdlow, special understanding of problems in the developing countries. These must be perceptible at different operative levels i.e., officials must make enough different decisions, adopt enough different policies and engage in enough different activities to warrant the different designations of development administration. Thus development administration is simply termed as an action or functioning part of the government administration. It is action- oriented and places the administration at the centre in order to facilitate the attainment of development objectives. For Harry J. Friedman development administration is the implementation of programmes designed to bring about socioeconomic progress and nation- building, and the changes within the administrative system which increase its capacity to implement the programmes. According to Hahn Beenlee, development administration is involved in managing a government or an agency so that it acquires an increasing capability to adapt to and act upon new and continuing social changes with a view to achieve sustained 23 growth. Thus development administration

planned transformation of the economy involving not only the sphere of administration but also formulation of policies and indeed the society as a whole. It is an effort at the synchronization of changes in all spheres of development—economic, political, social and cultural. Therefore development is not only viewed in conditions of growth process, but it comprises a process of social change. The State plays a leading role in bringing in relation to the development through its administrative system. In order to discharge this role it requires a separate type of support through administration which involves, as has been observed through Swerdlow, special understanding of troubles in the developing countries. These necessity be perceptible at dissimilar operative stages i.e., officials necessity create enough dissimilar decisions, adopt enough dissimilar policies and engage in enough dissimilar activities to warrant the dissimilar designations of development administration. Therefore development administration is simply termed as an action or functioning part of the government administration. It is action-oriented and places the administration at the centre in order to facilitate the attainment of development objectives. For Harry J. Friedman development administration The implementation of programmes intended to bring in relation to the modernity (i.e. socio-economic progress and nation-building), and The changes within the administrative system which augment its capability to implement the programmes. According to Hahn Been lee, development administration is involved in managing a government or an agency so that it acquires an rising capability to adapt to and act upon new and continuing social changes with a view to achieve sustained growth. Gant that development administration

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the ability of future generations to meet their own needs.
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involves two elements: one, the bureaucratic process that initiates and facilitates socio-economic progress by making the optimum use of talents and expertise available; and two, mobilisation of administrative skills so as to speed up the development process. Development administration concentrates on the needs and desires of the people. It is concerned with formulation of plans, programmes, policies and projects and their implementation. It plays a central role in carrying out planned change i.e. it is concerned with planning, co-ordination, control, monitoring and evaluation of plans and programmes. It is not only concerned with the application of policies as determined by the political representatives in existing situation but also with introducing efforts to modify existing situations so as to serve the cause of the masses. Therefore, administration of development implies: one, the execution of programmes designed to bring about progressive improvement; two, the changes within an administrative system which increases its capacity to implement such programmes. In a nutshell, administration of development involves the following objectives: a) Application of innovative strategies for development: This emphasises on development at the grassroots level; b) Development as a need-oriented and self-reliant process:

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on social development and human capital as a major resource development has to be viewed not merely as a technological problem but also as an ideological norm; c) Profound and rapid change: This inclines to establish a distinct and just social order recognising and highlighting the unity rather than dichotomy between politics and administration; d) Effective and efficient use of scarce resources:

on social development and human capital as a major resource development has to be viewed not merely as a technological problem but also as an ideological norm profound and rapid change in order to establish a distinct and just social order recognising and highlighting the unity, rather than dichotomy between politics and administration effective and efficient use of scarce resources

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effective and efficient administration; e) Creation of a politics-administrative environment: This is oriented towards securing basic needs of the population; d) Freedom of administrative machinery: It is to express its values and beliefs without fear or favour on programmes and projects. Development of Administration or Administrative Development: Development Administration has to be efficient and effective. For that purpose it has to aim at enlargement of administrative capabilities and structural and behavioural change. It is this aspect of administration that is called administrative development or development of administration. In simple terms it means development of administrative health by introducing administrative rationalisation and institution building. The purpose implicit in this concept is not merely 24 changing the administrative procedures and channels but also bringing out fundamental change in administration that leads to political development, economic growth, and social change.

Effective and efficient use of scarce possessions o Creation of a politics-administrative environment is oriented towards securing basic needs of the population o Freedom of administrative machinery to express its values and beliefs without fear or favour on programmes and projects. Development of Administration or Administrative Development Development Administration has to be efficient and effective. For that purpose it has to aim at enlargement of administrative capabilities and structural and behavioral change. It is this aspect of administration that is called administrative development or development of administration. In simple conditions it means development of administrative system, of administrative health through introducing administrative rationalization and institution building. The purpose implicit in this concept is not merely changing the administrative procedures and channels but also bringing out fundamental change in administration that leads to: Political development, Economic growth, and Social change.

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Development of administration further means cultural change in administration. The colonial administrative culture is unsuitable to the changed socio-political ethos of the developing world. Our British legacy has adversely affected the administration. The obsolete Acts e.g. Police Act, 1861,'cannot take us towards the path of change. Development of administration should refer to the creation of ability to adjust to new stimuli or changes. The development of administration aims at qualitative and quantitative transformations in administration with an eye on the performance of management of affairs. The term also implies technological changes in administration so as to enable it to adopt new modes or techniques of administration. Thus administrative development focuses on adaptability, autonomy and coherence in administration. In short, administrative development is concerned with: a) The capacity of an administrative system to take decisions in order to meet the ever increasing demands coming from the environment and with the objective of achieving larger political and socioeconomic goals. b) Increase in size, in specialisation and division of tasks and in the professionalization of its personnel. c) A pattern of increasing effectiveness in the optimum utilisation of available means and further augmentation of the means, if necessary. d) Increase in administrative capability and capacity. e) Transformation of existing administrative mechanism into

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machinery through modernising the bureaucracy by external inducement, transfer of technology and training. f) Replacement bf initiative, practices etc. with those based on realistic needs. g) Reducing the dependence on foreign experts by producing adequate trained manpower. h) Promotion of development initiative. i) Administrative reorganisation and rationalisation. j) Making modernisation culturally related. k) Removing or reducing bureaucratic immobility and widespread corruption. l) Reorientation of established agencies, and the delegation of administrative powers to them. m) Creation of administrators who can provide leadership in stimulating and supporting programmes of social and economic improvement. The meaning and importance of administrative development as an ingredient of development administration has been well summed up by Caiden in the following words, 25 “Administrative reform is an essential ingredient of development in any country, irrespective of the speed and direction of change. Administrative capacity becomes increasingly important in the implementation of new policies, plans and ideas. The improvements in administrative capacity may involve the removal of environmental obstacles, structural alternatives in traditional and innovatory institutions bureaucratically organised or otherwise. This would also necessitate changing individual and group attitudes and performance.” The behavioural pattern of bureaucrats is as crucial to development administration as the institutions and structures. The purpose of development of administration is to remove the administrative lag which seriously handicaps governments in planning and executing co- ordinated programmes of economic and social reforms. The predominant concern of development administration is to design and administer such development programmes which meet the developmental objectives. It is the administration geared to the task of achieving certain clear cut and specified objectives and goals expressed in operational terms. Thus

machinery through modernising the bureaucracy by external inducement, transfer of technology and training. . -- 6) Replacement bf initiative, practices etc. with those bas@ on ~eakstic-negd?,-._- cwccped Reducing the dependence on foreign experts by producing adequate trained manpower. 8) Promotion of development initiative. 9) Administrative reorganisation and rationalisation. 10) Making modernisation culturally related. 11) Removing or reducing bureaucratic immobility and widespread corruption. 12) Reorientation of established agencies, and the delegation of administrative powers to them. 13) Creation of administrators who can provide leadership in stimulating and supporting programmes of social and economic improvement. The meaning and importance of administrative development as an ingredient of development administration has been well summed up by Caiden in the following words, "Administrative reform is an essential ing;edient of development in any country, irrespective of the speed and direction of change. Administrative capacity becomes increasingly important in the implementation of new policies, plans and ideas. The improvements in administrative capacity may involve the removal of environmental obstacles, structural alternatives in traditional and innovatory institutions bureaucratically organised or otherwise. This would also necessitate changing individual and group attitudes and performance." The behaviour pattern of bureaucrats is as crucial to development administration as the institutions and structures. The purpose of development of administration is to remove the administrative lag which seriously handicaps governments in planning and executing co-ordinated programmes of economic and social reforms. The predominant concern of development administration is to design and administer such development programmes which meet the developmental objectives. It is the administration geared to the task of achieving certain clearcut and sp-ecified objectives and goals expressed in operational terms. Thus

W https://egyankosh.ac.in/bitstream/123456789/19222/1/Unit-1.pdf

33/319 **SUBMITTED TEXT** 22 WORDS **100%** **MATCHING TEXT** 22 WORDS

administration is defined as a process of action motivated by and oriented to the achievement of certain predetermined goals. 4.4.

administration is defined as a process of action motivated by and oriented to the achievement of certain predetermined goals.

W https://egyankosh.ac.in/bitstream/123456789/19222/1/Unit-1.pdf

34/319 **SUBMITTED TEXT** 13 WORDS **100%** **MATCHING TEXT** 13 WORDS

bureaucracies are large multi-layered organizations performing a large variety of complex, multi-faceted tasks.

Bureaucracies are large multi-layered organizations performing a large variety of complex, multi-faceted tasks.

W https://cepr.org/voxeu/columns/bureaucracy-and-development

35/319 **SUBMITTED TEXT** 42 WORDS **98%** **MATCHING TEXT** 42 WORDS

Historical accounts and empirical evidence support the claim that bureaucratic effectiveness and economic development are strongly correlated. Narrative evidence by historians and political scientists fuels the idea that establishing an effective bureaucracy has been vital to the development of modern nation-states.

Historical accounts and empirical evidence support the claim that bureaucratic effectiveness and economic development are strongly correlated. And narrative evidence by historians and political scientists fuels the idea that establishing an effective bureaucracy has been vital to the development of modern nation states,

W https://cepr.org/voxeu/columns/bureaucracy-and-development

36/319 **SUBMITTED TEXT** 12 WORDS **95%** **MATCHING TEXT** 12 WORDS

fair play havoc with us; this illness is called Bureaumania." He

fair to play havoc with us; this illness is called bureaumania." He

W https://ddceutkal.ac.in/Syllabus/MA_PUB_ADD/Development_Administration.pdf

37/319 **SUBMITTED TEXT** 12 WORDS **87%** **MATCHING TEXT** 12 WORDS

existed in China before 960 A.D. and in Prussia between 640-1740 A.D.

SA SC 2.2 - Development Administration.pdf (D158855399)

38/319	SUBMITTED TEXT	17 WORDS	91%	MATCHING TEXT	17 WORDS

Development is the process of acquiring a sustained growth of a system's capability to cope with

Development is process of acquiring a sustained growth of a system's capability to cope with

W https://publicadministrationtheone.blogspot.com/2012/08/development-dynamics-concept-of.html

39/319	SUBMITTED TEXT	13 WORDS	100%	MATCHING TEXT	13 WORDS

continuous change toward the achievement of progressive political, economic and social changes.

continuous change toward the achievement of progressive political,economic and social changes.

W https://publicadministrationtheone.blogspot.com/2012/08/development-dynamics-concept-of.html

40/319	SUBMITTED TEXT	12 WORDS	100%	MATCHING TEXT	12 WORDS

growth in the direction of modernity or nation-building and socio-economic progress

SA SC 2.2 - Development Administration.pdf (D158855399)

41/319	SUBMITTED TEXT	24 WORDS	82%	MATCHING TEXT	24 WORDS

Development Administration is a carrier of new functions assumed by 39 developing countries embarking on the path of modernisation and industrialisation.

Development administration is a carrier of values. It embraces the array of functions assumed developing countries embarking on the path of modernization and industrialization.

W https://ddceutkal.ac.in/Syllabus/MA_PUB_ADD/Development_Administration.pdf

42/319	SUBMITTED TEXT	14 WORDS	100%	MATCHING TEXT	14 WORDS

planned or intended change in the direction of modernity or nation-building and socio-economic change.

planned or intended change in the direction of modernity or nation building and socio-economic change'

W https://ddceutkal.ac.in/Syllabus/MA_PUB_ADD/Development_Administration.pdf

43/319	SUBMITTED TEXT	24 WORDS	68%	MATCHING TEXT	24 WORDS

of development administration. Swerdlow says, "Development administration is that part of administration which is concerned with the development of country's economy and society."

SA SC 2.2 - Development Administration.pdf (D158855399)

44/319 **SUBMITTED TEXT** 21 WORDS **92%** **MATCHING TEXT** 21 WORDS

and objectives.The essence of Development Administration is to bring about change through integrated, organised, and properly directed governmental action. 1.5

AND FEATURES The essence of development administration is to bring about change through integrated, organised and properly directed governmental action.

W https://www.sharmaacademy.com/mppsc-notes/mppsc-notes-paper-II-administration-and-management.php

45/319 **SUBMITTED TEXT** 31 WORDS **93%** **MATCHING TEXT** 31 WORDS

a government's efforts to carry out programmes designed to reshape its physical, human and cultural environment but also to the struggle to enlarge a government's capacity to engage in such

a government’s efforts to carry out pro- grams designed to reshape its physical, human, and cultural environment, but also to struggleto enlarge a government’s capacity to engage in such

W https://www.researchgate.net/publication/343685117_Colonial_Legacy_in_Development_Administration

46/319 **SUBMITTED TEXT** 18 WORDS **68%** **MATCHING TEXT** 18 WORDS

BUREAUCRACY AND DEVELOPMENT Bureaucracy and development are two components that can be seen from an overview.

BUREAUCRACY AND DEVELOPMENT: Bureaucracy and development are two components of development philosophy if seen from an overview

W https://publicadministrationtheone.blogspot.com/2012/08/development-dynamics-concept-of.html

47/319 **SUBMITTED TEXT** 16 WORDS **90%** **MATCHING TEXT** 16 WORDS

ideas as ‘Bureaucracy’ represents static or orthodox and rigid values while ‘Development’ advocates dynamicor moving

ideas) as Bureaucracy represents static or orthodox and rigid values while Development advocates dynamic(moving)

W https://publicadministrationtheone.blogspot.com/2012/08/development-dynamics-concept-of.html

48/319 **SUBMITTED TEXT** 13 WORDS **100%** **MATCHING TEXT** 13 WORDS

values. Bureaucracy viewed by the Weberian model and other theorists pertains to

values. Bureaucracy viewed by the Weberian model and other theorists pertains to

W https://publicadministrationtheone.blogspot.com/2012/08/development-dynamics-concept-of.html

49/319	SUBMITTED TEXT	80 WORDS	87%	MATCHING TEXT	80 WORDS

same routine,unchanged and repeated procedures that enable it to continue,achieve its pre- established goals and handle its problems like a system without being influenced by external factors. Development as a concept on the other hand is seen as a phenomenon influenced by the concept of change and something which quickly adapts and adjusts to changes coming in through both external as well as internal factors on the way to development. It is the administrative process that evolved for developing countries.

same routine,unchanged and repeated procedures that enable it to continue,achieve its pre-estabilished goals and handle its problems like a system without being influenced by external factors. Development as a concept on the other hand is seen as a phenomenon influenced by the concept of change and is quick to adapt and adjust to changes coming in through both external as well as internal factors on the way to development. It is the administrative process evolved for developing countries.

W https://publicadministrationtheone.blogspot.com/2012/08/development-dynamics-concept-of.html

50/319	SUBMITTED TEXT	19 WORDS	91%	MATCHING TEXT	19 WORDS

biggest existing entity and stable machinery that can achieve and lead the way towards the process of development

biggest existing and stable machinery that can achieve and lead the way towards the process of development

W https://publicadministrationtheone.blogspot.com/2012/08/development-dynamics-concept-of.html

51/319	SUBMITTED TEXT	29 WORDS	82%	MATCHING TEXT	29 WORDS

Therefore, in the context of developing countries, bureaucracy and development are complementary and interdependent instead of being hostile 40 to one another when the development administration

Therefore in the context of developing countries Bureaucracy and development are complementary and inter dependant instead of being hostile to one another for the purpose of Development Administration.

W https://publicadministrationtheone.blogspot.com/2012/08/development-dynamics-concept-of.html

52/319	SUBMITTED TEXT	17 WORDS	93%	MATCHING TEXT	17 WORDS

Today, development administration is concerned with the formulation and implementation of plans, policies, programmes, and projects.

SA PSC_1046.pdf (D164969508)

53/319 **SUBMITTED TEXT** 30 WORDS **86%** **MATCHING TEXT** 30 WORDS

to provide training in attitudinal changes and incorporate dynamic and social values in themto know the required preparation of strategy and implementation of programmes in the present ecological setting.	to provide them training in attitudinal changes and incorporate dynamic and social values in them to know the requirement,preparation of strategy and implementation of programmes in the present ecological setting

W https://publicadministrationtheone.blogspot.com/2012/08/development-dynamics-concept-of.html

54/319 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

to uplift the socio- cultural and economic status of the country.	to uplift the socio-cultural and economic status of the country.

W https://publicadministrationtheone.blogspot.com/2012/08/development-dynamics-concept-of.html

55/319 **SUBMITTED TEXT** 15 WORDS **96%** **MATCHING TEXT** 15 WORDS

bureaucracy apart from its duties like development policy formulation and implementation as well as	Bureaucracy,apart from its own duties like development policy formulation and implementation as well as

W https://publicadministrationtheone.blogspot.com/2012/08/development-dynamics-concept-of.html

56/319 **SUBMITTED TEXT** 43 WORDS **80%** **MATCHING TEXT** 43 WORDS

educating people about the policies is required to utilise their specialist knowledge to play the role of a friend,facilitator,coordinator,guardian, philosopher, and guide to the factors like market and civil societies as well as other instruments of development administration andin the process of development.	educating people about the policies has been suggested to utilise their specialist knowledge in order to play the role of a friend,facilitator,coordinator,guardian,philosopher and guide to the factors like market and civil societies as well as other instruments of development administration(as listed above under the same heading) in the process of development

W https://publicadministrationtheone.blogspot.com/2012/08/development-dynamics-concept-of.html

57/319 **SUBMITTED TEXT** 26 WORDS **90%** **MATCHING TEXT** 26 WORDS

Therefore,one can understand howthe overall evaluation and implementation of Development Administration programmes are carried out by the Bureaucracy playing the leading role in developing nations.	Therefore,as one can understand now that overall evaluation and implementation of Development Administration programmes are carried out by the Bureaucracy playing the leading role in developing nations.

W https://publicadministrationtheone.blogspot.com/2012/08/development-dynamics-concept-of.html

58/319 **SUBMITTED TEXT** 27 WORDS **98%** **MATCHING TEXT** 27 WORDS

in India the role of bureaucracy is not only dominant in the implementation of public policies but is also pervasive in respect of policy formulation. Since

In India the role of the bureaucracy is not only dominant in the implementation of public policies, but is also pervasive in respect of policy formulation. Since

W https://ir.nbu.ac.in/bitstream/123456789/1286/6/05_chapter_02.pdf

59/319 **SUBMITTED TEXT** 18 WORDS **100%** **MATCHING TEXT** 18 WORDS

British times, bureaucracy has no doubt played a very decisive and important role in the administrative system

British times, bureaucracy has no doubt played a very decisive and important role in the administrative system

W https://ir.nbu.ac.in/bitstream/123456789/1286/6/05_chapter_02.pdf

60/319 **SUBMITTED TEXT** 42 WORDS **86%** **MATCHING TEXT** 42 WORDS

but after independence, the role expectations and actual performances of the Indian bureaucracy have changed considerably. In the context of thegoals of a welfare state and development administration, bureaucracy has certainlyemerged as one of the key elements in the politico-administrative process

but after independence the role expectations and actual performance of the Indian bureaucracy changed considerably. In the context of the goals of a welfare state and development administration, bureaucracy has certainly emerged as one of the key elements in the politico-administrative process.

W https://ir.nbu.ac.in/bitstream/123456789/1286/6/05_chapter_02.pdf

61/319 **SUBMITTED TEXT** 25 WORDS **100%** **MATCHING TEXT** 25 WORDS

jumping out of the current values and being imbued with the cherished ideals and the goals set by the professed policies of the government.

SA chptr 1.doc (D17023044)

62/319 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

of its operations, the bureaucracy performs what is known as

SA resubmit_bablugogogoi@gmail.com.docx (D153883518)

63/319 **SUBMITTED TEXT** 31 WORDS **60%** **MATCHING TEXT** 31 WORDS

At certain stages, it performs the function of keeping a track ofwhat is required by the government at particular times. Lastly, at other times, it may perform the function of

SA resubmit_bablugogogoi@gmail.com.docx (D153883518)

64/319 **SUBMITTED TEXT** 42 WORDS **91%** **MATCHING TEXT** 42 WORDS

the executive and legislative branches of the government. Though this function also is performed under the overall control and supervision of politicians in the executive and legislative branches, howevermembers of the bureaucracy have to bear much of the responsibility for implementation.

the executive and legislative branches of the government. This function also is performed under the overall control and supervision of politicians in the executive and legislative branches; though, members of the bureaucracy have to bear much of the responsibility for implementation.

W https://niilmuniversity.in/coursepack/humanities/Fundamental_of_Development_Administration.pdf

65/319 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

such as poverty,unemployment, bad health, illiteracy, corruption, and authoritarianism. The

such as poverty, unemployment, bad health, illiteracy, corruption and authoritarianism. The

W https://niilmuniversity.in/coursepack/humanities/Fundamental_of_Development_Administration.pdf

66/319 **SUBMITTED TEXT** 18 WORDS **70%** **MATCHING TEXT** 18 WORDS

Administration 3. What is the contribution of bureaucracy to the various aspects of development? 4. Evaluate the

administration? What is the contribution of bureaucracy to the several characteristics of development? Discuss the

W https://niilmuniversity.in/coursepack/humanities/Fundamental_of_Development_Administration.pdf

67/319 **SUBMITTED TEXT** 18 WORDS **85%** **MATCHING TEXT** 18 WORDS

the notion of public interest are to be protected by administrators as a kind of trust for

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68/319	SUBMITTED TEXT	43 WORDS	30%	MATCHING TEXT	43 WORDS

OBJECTIVES After studying the unit, you should be able to: ? Explain the origin and background of bureaucracy. ? Explain the origin and background of bureaucracy in India. ? Social Background of bureaucracy 2.1 INTRODUCTION The social background of

OBJECTIVES After reading this unit you should be able to: a the various aspects of the social background of bureaucracy; a discuss the influence of the social background of

W https://egyankosh.ac.in/bitstream/123456789/19239/1/Unit-15.pdf

69/319	SUBMITTED TEXT	14 WORDS	96%	MATCHING TEXT	14 WORDS

to find out which social economic group the senior civil servants come from.

to find out which social economic group do the senior civil servants come from."

W https://egyankosh.ac.in/bitstream/123456789/19239/1/Unit-15.pdf

70/319	SUBMITTED TEXT	143 WORDS	79%	MATCHING TEXT	143 WORDS

about the section of the society and from which most civil servants of a certain category are drawn, their education, whether they lived in villages or cities, their caste, their religion, and the extent to which women can get in to the services and so on. We can relate the social background to attitudes, or in other words study the influence of social class, education, and such other factors on the nature of bureaucracy, and hence the administration. Finally, we can examine how far the bureaucracy may be said to be representative of the society in general, that is to analyse whether it is drawn from all sections or whether members of a certain class predominate. Representativeness is often considered to be related to responsiveness and it may not be fully responsive to the other classes in society. 2.2

about the section of the society from which most civil servants of a certain category are drawn, their education, whether they lived in villages or cities, their caste, their religion, the extent to which women are able to get in to the services and so on. A second objective may be to relate the social background to attitudes, or in other words to study the influence of social class, education and such other factors on the nature of bureaucracy, and hence the administration. A third objective may be to study how far the bureaucracy may be said to be representative of the society in general, that is to examine whether it is drawn from all sections or whether members of a certain class predominate. Representativeness is often considered to be related to responsiveness: it may not be fully responsive to the other classes in the society.

W https://egyankosh.ac.in/bitstream/123456789/19239/1/Unit-15.pdf

71/319	SUBMITTED TEXT	22 WORDS	75%	MATCHING TEXT	22 WORDS

Bhattacharya, M. (2008). New Horizons of Public Administration.Jawahar Publishers and Distributors. Laxmikanth, M. (2011). Public Administration. McGraw Hill Education.

SA PSC_1046.pdf (D164969508)

72/319 **SUBMITTED TEXT** 27 WORDS **100%** **MATCHING TEXT** 27 WORDS

The main finding of research studies is that most members of the higher bureaucracy have been drawn from the professional middle class of India, consisting of

The main finding of research studies is that most members of the higher bureaucracy have been drawn from the professional middle class of India, consisting of

W https://egyankosh.ac.in/bitstream/123456789/19239/1/Unit-15.pdf

73/319 **SUBMITTED TEXT** 35 WORDS **60%** **MATCHING TEXT** 35 WORDS

of higher civil and military officers, lawyers, doctors, university teachers, and business executives. The father or the guardian of the majority of candidates who were direct recruits to the IAS belonged to this class.

of higher civil and military officers, lawyers, doctors, university teachers and business executives. Therefore the or guardian of in relation to the94 per cent of direct recruits to the IAS up to 1956 belonged to this class.

W https://niilmuniversity.in/coursepack/humanities/Fundamental_of_Development_Administration.pdf

74/319 **SUBMITTED TEXT** 162 WORDS **83%** **MATCHING TEXT** 162 WORDS

of the total recruitments. The situation concerning other higher services was similar, but the difference 47 between the numbers of those drawn from the professional middle class and landowning families was less. Thus, of the recruits to the Indian Police Service, the majority of candidates came from the professional middle class,and few candidates came from the landowning class. Of the recruits to the Indian Foreign Service, the majority came from the professional middle class and fewcame from the landowning class. In short, in the first decade after independence, most of the entrants to the higher bureaucracy belonged to the English educated, salaried or professional, upper middle class; there were very few entrants from other sections of the society. Recruitment to the higher bureaucracy was highly biased in favour of the professional middle class as it constituted less than 10 percent of the population but more than 80 percent of the recruits were drawn from it. During the

of the total. The situation with regard to other higher services was basically similar, but the difference between the numbers of those drawn from the professional middle class and from landowning families was less. Thus, of the recruits to the Indian Police Service, about 81 per cent came from the professional middle class and about 16 per cent from the landowning class. Of the recruits to the Indian Foreign Service, 82 per cent came from the professional middle class and 12 per cent from the landowning class. In short, in the first decade after independence, most of the entrants to the higher bureaucracy belonged to the English educated, salaried or profegsional, upper middle class; there were very few entrants from other sections of the society. Recruitment to the higher bureaucracy was highly biased in favour of the professional. middle class, since it constituted less than 10 per'cent of the population but more than 80 per cent of the recruits were drawn from it. During the

W https://egyankosh.ac.in/bitstream/123456789/19239/1/Unit-15.pdf

75/319 **SUBMITTED TEXT** 15 WORDS **100%** **MATCHING TEXT** 15 WORDS

period, the proportion of recruits from landowning families improved somewhat, although it remained low.

period 1957-63, the proportion of recruits from landowning families improved somewhat, although it remained low.

W https://egyankosh.ac.in/bitstream/123456789/19239/1/Unit-15.pdf

76/319 **SUBMITTED TEXT** 58 WORDS **91%** **MATCHING TEXT** 58 WORDS

In the case of the IPS also the direction of change was the same, the percentages of recruitment from the two classes were uneven. Likewise, in the case of certain other Central Services also the proportion of recruits from landowning families improved a little, although it went down in respect of the Indian Foreign Service.	In the case of the IPS also the direction of change was the same, the percentages of recruitment from the two classes being 77 and 19 respectively. In the case of certain other Central Services also the proportion of recruits from landowning families improved a little, although it went down in respect of the Indian Foreign Service.

W https://egyankosh.ac.in/bitstream/123456789/19239/1/Unit-15.pdf

77/319 **SUBMITTED TEXT** 27 WORDS **72%** **MATCHING TEXT** 27 WORDS

proportion of persons from farming familieshas been increasing gradually, however, the vast majority of those joining thehigher bureaucracy still come from the professional middle class.	proportion of persons from farming families has been increasing gradually, the vast majority (about 70 per cent) of those joining the higher bureaucracy still come from the professional middle class.

W https://egyankosh.ac.in/bitstream/123456789/19239/1/Unit-15.pdf

78/319 **SUBMITTED TEXT** 97 WORDS **94%** **MATCHING TEXT** 97 WORDS

education, research studies show that most of the entrants into the higher bureaucracy are drawn from among those educated at exclusive schools and colleges. The phrase "exclusive schools and colleges" refers to educational institutions which charge high fees and hence are generally joined only by children from the upper and richer sections of society. The medium of instruction in these institutions isusually English only. What is even more interesting, there has been an increasing role of education at exclusive schools for entry into the higher echelons of the civil service. Of those recruited to the IAS,	Education I I Research studies shew that most of the entrants into the higher bureaucracy are drawn I from among those educated at exclusive schools and colleges. The phrase "exclusive i schodls and colleges" refers to educational institutions which charge high fees and hence are generally joined only by children from the upper and richer sections of the society. The medium of instruction in these institutions is usually English only. What is even more interesting, there has been an increasing role of education at exclusive schools for entry into the higher echelons of the civil service. Of those recruited to the IAS

W https://egyankosh.ac.in/bitstream/123456789/19239/1/Unit-15.pdf

79/319 **SUBMITTED TEXT** 42 WORDS **100%** **MATCHING TEXT** 42 WORDS

had been educated in such schools. Thus, since independence, the proportion of recruits educated at exclusive schools had gone up by four times. The significance of education in exclusive colleges has also been unmistakable. More than half of the IAS recruits	had been educated in such schools. Thus since Independence, the proportion of recruits educated at exclusive schools had gone up by four times. The significance of education in exclusive colleges has also been unmisiakable. More than half of the IAS recruits, 56

W https://egyankosh.ac.in/bitstream/123456789/19239/1/Unit-15.pdf

80/319 **SUBMITTED TEXT** 27 WORDS **94%** **MATCHING TEXT** 27 WORDS

all the other colleges put together which had contributed less than half. A similar picture emerges when we consider the role of education at the better-known universities.

all the other colleges put together had contributed less than half. A similar picture emerges when we consider the role of education at the better known universities.

W https://egyankosh.ac.in/bitstream/123456789/19239/1/Unit-15.pdf

81/319 **SUBMITTED TEXT** 20 WORDS **100%** **MATCHING TEXT** 20 WORDS

been educated at the six universities of Madras, Bombay. Calcutta, Delhi, Punjab, and Allahabad. These six universities also contributed

been educated at the six universities of Madras, Bombay. Calcutta, Delhi, Punjab and Allahabad. These six universities also contributed 79

W https://egyankosh.ac.in/bitstream/123456789/19239/1/Unit-15.pdf

82/319 **SUBMITTED TEXT** 106 WORDS **88%** **MATCHING TEXT** 106 WORDS

caste factor, the higher bureaucracy is recruited predominantly from the so- called higher castes. People of low caste are also generally poor and cannot afford higher education for their children. To compensate for the age-old discrimination against those having a low social status, the Constitution of India provided for "reverse discrimination" in the shape of reservation of jobs for scheduled castes in Public Administration. Fora long, however, these quotas were not filled, since candidates of scheduled castes and tribes could often not get qualifying marks in the competitive examination. Government coachincenterses 48 were therefore started to help such candidates in preparing for the examination.

Caste The higher bureaucracy is recruited predominantly from the so called higher castes. People of low caste are also usually poor and cannot afford higher education for their children. To compensate for the age old discrimination against those having a low social status, the Constitution of India provided for "reverse discrimination" in the form of reservation of jobs for scheduled castes and tribes in Public Administration. For long, though, these quotas were not filled, since candidates of scheduled castes and tribes could often not get qualifying marks in the competitive examination. Government coaching were so started to help such candidates in preparing for the examination.

W https://niilmuniversity.in/coursepack/humanities/Fundamental_of_Development_Administration.pdf

83/319 **SUBMITTED TEXT** 17 WORDS **100%** **MATCHING TEXT** 17 WORDS

the population. In other words, persons of low social status were still under-represented in the higher bureaucracy.

the population. In other words, persons of low social status were still under-represented in the higher bureaucracy.

W https://egyankosh.ac.in/bitstream/123456789/19239/1/Unit-15.pdf

84/319	SUBMITTED TEXT	28 WORDS	87%	MATCHING TEXT	28 WORDS

In the sphere of religion, while all the important religions of India are represented in the higher bureaucracy, some of them have fewer members than their proportion

in the higher bureaucracy. Religion While all the important religions of India are represented in the higher bureaucracy, some of them have fewer members than their proportion

W https://egyankosh.ac.in/bitstream/123456789/19239/1/Unit-15.pdf

85/319	SUBMITTED TEXT	19 WORDS	97%	MATCHING TEXT	19 WORDS

than their proportion in the population. The representation of women in the higher bureaucracy has increased consistently.

than their proportion in the population. vi) Gender' The representation of women in the higher bureaucracy has increased consistently.

W https://egyankosh.ac.in/bitstream/123456789/19239/1/Unit-15.pdf

86/319	SUBMITTED TEXT	38 WORDS	68%	MATCHING TEXT	38 WORDS

While there hasbeen an increase in the number of women getting into the IAS, they constituted a less number during the early years. Since women constitute about half of the population, they may be said to be

While there has been an increase in the number of women getting into the IAS, they constituted only 7 per cent of the IAS officers Since women constitute about half of the population, they may be said to be

W https://egyankosh.ac.in/bitstream/123456789/19239/1/Unit-15.pdf

87/319	SUBMITTED TEXT	22 WORDS	85%	MATCHING TEXT	22 WORDS

we have studied the social background of the higher bureaucracy in India based on research studies made from time to time,

we have studied the social background of the higher bureaucracy in India on the basis of research studies made from time to time.

W https://egyankosh.ac.in/bitstream/123456789/19239/1/Unit-15.pdf

88/319	SUBMITTED TEXT	47 WORDS	93%	MATCHING TEXT	47 WORDS

studies for the lower bureaucracy have not been made, presumably because it is not considered to play as important a role in the political system. However, some comparison of the social background of the two sections of the bureaucracy can be attempted based on available data.

studies for the lower bureaucracy have not been made, presumably because it is not considered to play as important a role in the political system. However, some comparison of the social background of the two sections of the bureaucracy can be attempted on the basis available data.

W https://egyankosh.ac.in/bitstream/123456789/19239/1/Unit-15.pdf

89/319	SUBMITTED TEXT	21 WORDS	70%	MATCHING TEXT	21 WORDS

while the study suffered from certain limitations, it does still provide some data for purposes of comparison. 2.5

While the study suffered from certain , Social Background of Indian limitations. it does prcvide some data for purposes of comparison,

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90/319	SUBMITTED TEXT	26 WORDS	76%	MATCHING TEXT	26 WORDS

great difference between the values, norms, practices, beliefs, and information of the higher bureaucracy, the lower bureaucracy, and the people. This creates a lack of

great differences between the values, norms, feelings, beliefs and information of the higher bureaucracy, the lower bureaucracy and the people. This makes for lack of ----..- :-...:--

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91/319	SUBMITTED TEXT	35 WORDS	91%	MATCHING TEXT	35 WORDS

due to lack of communication with the people, and their lack of cooperation, administrators are unable to assess the success of programmes, and the problems in the way of their fulfillment properly. One of

Due to lack of communication with the people, and their lack of cooperation, administrators are unable to assess the success of programmes, and the problems in the way of their fulfilment properly. Lack of

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92/319	SUBMITTED TEXT	18 WORDS	71%	MATCHING TEXT	18 WORDS

of Bureaucracy and its organistion. His thought has influenced generations of scholars on bureaucracy and formal

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93/319	SUBMITTED TEXT	18 WORDS	91%	MATCHING TEXT	18 WORDS

the important functions of the bureaucracy in developing countries is to deal with poverty, its causes, and

the significant functions of the bureaucracy in developing countries is to deal with poverty, its causes and

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94/319 **SUBMITTED TEXT** 36 WORDS **100%** **MATCHING TEXT** 36 WORDS

consequences. If the upper section of the bureaucracy, which plays an important role in policy formulation as well as implementation, has little understanding of the nature of poverty in the country, ineffectiveness is bound to

consequences. If the upper section of the bureaucracy, which plays an important role in policy formulation as well as implementation, has little understanding of the nature of poverty in the country, ineffectiveness is bound to

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95/319 **SUBMITTED TEXT** 48 WORDS **80%** **MATCHING TEXT** 48 WORDS

If the common people are afraid of administrators and can hardly speak a language understood by them, administrators' understanding of people's problems remains wanting, and hence policies for 49 dealing with these remain unsatisfactory.Thus, alack of communication leads to a lack of effectiveness. Lack of

If the common people are afraid of administrators and can hardly speak a language understood by them, administrators understanding of people's problems remai'ns wanting, and hence policies for dealing with these remain unsatisfactory. Thus lack of comrllunication leads to lack of effectiveness. Lack of effectiveness also results from lack of

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96/319 **SUBMITTED TEXT** 29 WORDS **94%** **MATCHING TEXT** 29 WORDS

effectiveness also results from a lack of participation by the people. Due to social distance between the administrators and the people, and differences in their values and beliefs,

effectiveness also results from lack of participation by the people. Due to social distance between the administrators and the people, and differences in their values and beliefs,

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97/319 **SUBMITTED TEXT** 18 WORDS **100%** **MATCHING TEXT** 18 WORDS

administrators are unable to enthuse the people and seek their cooperation and participation. Ineffectiveness also results from

administrators are unable to enthuse the people and seek their cooperation and participation. Ineffectiveness also results from

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98/319 **SUBMITTED TEXT** 17 WORDS **87%** **MATCHING TEXT** 17 WORDS

of effectiveness results from a lack of adjustment between members of the higher and lower bureaucracy.

of effectiveness also results from lack of adjustment between members of the higher and lower bureaucracy.

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99/319 **SUBMITTED TEXT** 192 WORDS **81%** **MATCHING TEXT** 192 WORDS

found that subordinate officials suffered from feelings of insecurity, hostility, and isolation. They felt that they had no influence, they had to only obey instructions, and stick to rules. Thus, differences in the status and culture of the higher and lower bureaucracy made for frustration, hostility, and lack of initiative on the part of the large, lower, section of the bureaucracy whose function was to give effect to policies. Equality of opportunity is a very important principle of democracy. It implies that everyone should have the same opportunity to achieve desired goals, in keeping with his abilities and effort. Since high-level administrative positions in our society have high prestige, large numbers of youth wish to obtain them. However, because of their socio-economic background, a large number cannot avail of this opportunity. The vast majority of our people live in villages where they have little opportunity to pursue the kind of education which would make for success in competitive examinations. Many of those who live in cities also cannot afford good quality higher education. Hence the poor, and thoseliving in villages, have the feeling that they are unjustly being denied entry into

found that the subordinate officials suffered from feelings of insecurity, hostility and isolation. They felt that they had no power, had to only obey instructions, and stick to rules. Therefore differences in the status and culture of the higher and lower bureaucracy made for frustration, hostility and lack of initiative on the part of the large, lower, section of the bureaucracy whose function was to provide effect to policies. Perception of Injustice One of the principles of democracy is excellence opportunity. It implies that everyone should have the same opportunity to achieve desired goals, in keeping with his abilities and effort. Since high stage administrative positions in our society have a high prestige, large numbers of youth wish to obtain them. Though because of their socio-economic background, a large number cannot avail of this opportunity. The vast majority of our people live in villages where they have little opportunity to pursue the type of education which would create for success at competitive examination. Several in the middle those who live in cities also cannot afford good excellence higher education. Hence the poor, and those living in villages, have the feeling that they are unjustly being denied entry into

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100/319 **SUBMITTED TEXT** 17 WORDS **84%** **MATCHING TEXT** 17 WORDS

bureaucracy cannot at present be said to berepresentative of society as a whole. This results in

bureaucracy cannot at present be said to be representative of the society as a whole. This results in

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101/319 **SUBMITTED TEXT** 19 WORDS **100%** **MATCHING TEXT** 19 WORDS

ineffectiveness of administration and a feeling of injustice among those who are left out. Hence, we have to

ineffectiveness of administration and a feeling of injustice among those who are left out. Hence we have to

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102/319	SUBMITTED TEXT	19 WORDS	78%	MATCHING TEXT	19 WORDS

representative bureaucracy without compromising the principle of selection based on merit. We shall consider these below.

representative bureaucracy without compromising with the principle of selection on the basis of merit. We shall consider these below.

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103/319	SUBMITTED TEXT	56 WORDS	82%	MATCHING TEXT	56 WORDS

Literacy constitutes just the beginning of education. For getting a job one needs education appropriate to it. The proportion ofthose who get secondary and highereducation is relatively small. Manyof course, never go to school. Even among those who join a school, the majority drop out. Of 100 children who enroll in class I, only 25

literacy constitutes just the beginning of education. For getting a job one needs education appropriate to it. The proportion of those who get secondary and higher education is small. Many. of course, never go to school. Even among those who join a school, the majority drop out. Of 100 children who enrol in class I, only 23

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104/319	SUBMITTED TEXT	53 WORDS	61%	MATCHING TEXT	53 WORDS

reach class VIII. Higher education is limited to only a certain percentage of those in the relevant age group. A wider spread of education is, required to provide for social justice and also to help in social, economic, and political development. Having a more presentative bureaucracy is an aspect of development.

reach class VIII. Higher education is limited to only 4.8 per cent of those in the relevant age group. Wider spread of education is, required to give for social justice and also to help in social, economic and political development. Having a more representative bureaucracy is an aspect of development.

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105/319	SUBMITTED TEXT	86 WORDS	97%	MATCHING TEXT	86 WORDS

spread of education can be improved by having more schools, reducing the cost of education, vocationalisingeducation,providing mid-day meals, books and uniforms to children of the poor, providing more teachers, improving the method of teaching, and so on. If those who get left out today also get educated, they can compete for the public bureaucracy. This will benefit the administration since the bureaucracy will be drawn from a larger pool, thus tapping the potential of more people; it will also make for a more representative bureaucracy.

Spread of education can be improved by having more schools, reducing the cost of education, vocationalising education, providing mid-day meals, books and uniforms to children of the poor, providing for more teachers, improving the method of teaching, and so on. If those who get left out today also get educated, they can compete for the public bureaucracy. This will benefit the administration since the bureaucracy will be drawn from a larger pool, thus tapping the potential of more people; it will also make for a more representative bureaucracy.

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106/319 **SUBMITTED TEXT** 182 WORDS **94%** **MATCHING TEXT** 182 WORDS

In developing countries like India, the system of personnel administration also remainsunderdeveloped. The system of recruiting people for a service, instead of a job, is one aspect of such underdevelopment. This has three consequences: (i) lack of emphasis on specialisation, (ii) rank-in-man instead of rank-in-job, and (iii) recruitment from a limited section of society. Thus, when we recruit people for the IPS, the method of recruitment results in the selection of persons mainly from a small section of society. It is because the test is for abilities that mainly candidates from the upper middle class have developed. These abilities, however, may not be relevant for all the jobswhich IPS officers may have to perform. The result is that while we exclude candidates from classes other than the upper middle class, we still do not select those who are suited for the work which they have to do. Thus, at present, the athletic ability of candidates is not tested. While an advisor to the government on security might not need it, a district police officer might be in great need of it.

In developing countries like India the system of personnel administration also remains underdeveloped. The system of recruiting people for a service, instead of a job, is one aspect of such underdevelopment. This has three consequences: (i) lack of emphasis on specialisation, (ii) rank-in-man instead of rank-in-job, and (iii) recruitment from a limited section of the society. Thus when we recruit people for the IPS, the method of recruitment results in the selection of persons mainly from a small section of the society:This is because the test is for abilities which mainly candidates from the upper middle class have developed. These abilities, however, may not be relevant for all the jobs which IPS officers may have to perform. The result is that while we exclude candidates from classes other than the upper middle class, we still do not select those who are really suited for the work which they have to do. Thus at present, the athletic ability of candidates is not tested. While an advisor to the government on security might not need it, a dismct police officer might be in great need of it.

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107/319 **SUBMITTED TEXT** 55 WORDS **100%** **MATCHING TEXT** 55 WORDS

Many boys from the poorer section might have it in greater measure than those from richer ones. Similarly, we might require other specialised qualifications appropriate for particular jobs. In this way, we would be able to recruit persons with specialised qualifications and abilities suited to particular jobs, and also with diverse social backgrounds. Hence

Many boys from the poorer section might have it in greater measure than those from richer ones. Similarly, we might require other specialised qualifications appropriate for particular jobs. In this way we would be able to recruit persons with specialised qualifications and abilities suited to particular jobs, and also with diverse social backgrounds. Hence

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108/319 **SUBMITTED TEXT** 29 WORDS **100%** **MATCHING TEXT** 29 WORDS

introduction of position classification and recruitment for specialised jobs would lead to both, personnel who are better suited to their jobs and a more representative bureaucracy.

introduction of position classification and recruitment for specialised jobs would lead to both, personnel who are better suited to their jobs and a more representative bureaucracy.

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109/319	SUBMITTED TEXT	22 WORDS	93%	MATCHING TEXT	22 WORDS

At present recruitment to services like the IAS, IPS, IFS, and IA&AS (Indian Audit and Accounts Service) is made based on

At present recruitment to services like the IAS, IPS, IFS and IA&AS (Indian Audit and Accounts Service) is made on

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110/319	SUBMITTED TEXT	30 WORDS	88%	MATCHING TEXT	30 WORDS

the examination and the interview, however, do not test all the abilities of a person. According to an expert,cramming also helps some people to succeed in a written examination.

The examination and the interview, however, do not test all the abilities of a person. According to David C. Potter, cramming also helps some people to succeed in a written examination.

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111/319	SUBMITTED TEXT	22 WORDS	81%	MATCHING TEXT	22 WORDS

an objective type examination has recently been introduced to reduce the emphasis on crammingthere is still a need for further improvement.

An objective type examination has recently been introduced to reduce the emphasis on cramming. there is a need for further improvement.

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112/319	SUBMITTED TEXT	100 WORDS	97%	MATCHING TEXT	100 WORDS

The interview is called the personality test. However, no scientific personality tests, such as those used in the armed forces, are employed. By testing candidates more scientifically, we would not only be able to select persons more suited to their jobs, but we would also be able to spread our net wide. Various abilities may be said to be distributed widely over different sections of society. Hence if we test for various abilities, instead of mainly that essay writing, we would be able to get people who are more suited to their jobs from diverse social backgrounds. 2.7

The interview is called the personality test. However, no scientific personality tests, such as those used in the armed forces, are employed. By testing candidates more scientifically, we would not only be able to select persons more suited to their jobs, we would also be able to spread our net wide. Various abilities may be said to be distributed widely over different sections of the society. Hence if we test for various abilities, instead of mainly that of essay writing, we would be able to get people who are more suited to their jobs from diverse social backgrounds.

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113/319 **SUBMITTED TEXT** 112 WORDS **91%** **MATCHING TEXT** 112 WORDS

The higher bureaucracy in India is drawn mainly from the urban, salaried, or professional, middle class consisting of higher civil and military officers, lawyers, doctors, university teachers, and business executives. Most administrators have received education at exclusive schools, colleges, and universities. Three-fourths of them have lived in cities. About one- tenth of them belong to scheduled castes and about one-twentieth to scheduled tribes. Muslims and women are also under-represented. Such a narrow field of extraction of the 51 higher bureaucracy makes for differences in values. norms, beliefs, and orientations between the higher and lower bureaucracy and the people at large. The above factors result in a lack of communication,

The higher bureaucracy in India is drawn mainly from the urban, salaried or professional, middle class consisting of higher civil and military officer\, lawyers, doctors, university teachers and business executives. Most administrators have received education at exclusive schools, colleges and universities. Three-fourths of them have lived in cities. About one-tenth of them belong to scheduled castes and about one- twentieth to scheduled tribes. Muslims and women are also under-represented. Such a . narrow field of extraction of the higher bureaucracy makes for differences in values. norms, beliefs and orientations between the higher and lower bureaucracy and the people at large. This results in lack of communication,

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114/319 **SUBMITTED TEXT** 20 WORDS **92%** **MATCHING TEXT** 20 WORDS

ineffectiveness of administration, and the perception of injustice. A more representative bureaucracy, selected by merit, can be achieved through

ineffectiveness of administration and the perception of injustice. A more representative bureaucracy, selected by merit, can be had through

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115/319 **SUBMITTED TEXT** 28 WORDS **86%** **MATCHING TEXT** 28 WORDS

greater spread of education, more emphasis on position classification and specialisation, and the adoption of more scientific methods ofrecruitment for testing various abilities and personality traits. 2.8

greater spread of education, more emphasis on position classification and specialisation, and the adoptioi~ of more scientific methods of recruitment for testing various abilities and personality traits.

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116/319 **SUBMITTED TEXT** 13 WORDS **100%** **MATCHING TEXT** 13 WORDS

Representative bureaucracy: A civil service representing proportionately every caste, class, and religious

Representative bureaucracy: A civil service representlnp proportionately every I caste, class and religious

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117/319 **SUBMITTED TEXT** 19 WORDS **94%** **MATCHING TEXT** 19 WORDS

population. This type of bureaucracy is expected to be responsive and responsible to the people of the country.	population. This type of bureaucracy is expected to be responsive and responsible in relation to the people of the country. 15.7

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118/319 **SUBMITTED TEXT** 23 WORDS **68%** **MATCHING TEXT** 23 WORDS

middle class: The group of persons engaged in professions such as those of civil and military officers, doctors, lawyers, business executives, etc.	middle class: The group of persons engaged irr profession such as lhose of civil and military officers, doctors, lawyers and busine5s executives etc.

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119/319 **SUBMITTED TEXT** 14 WORDS **100%** **MATCHING TEXT** 14 WORDS

V. (1971). Social Background of India's Administrators.Publications Division. Government of India.	V. 197 1. Social Background of India's Administrators, Publication Division, Government of India:

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120/319 **SUBMITTED TEXT** 20 WORDS **91%** **MATCHING TEXT** 20 WORDS

The Role of Bureaucracy in Policy Development and Implementation in India. Southeast Asian Journal of Social Science, 15(2).	The Role of Bureaucracy in Policy Development and Implementation in India R.B. Southeast Asian Journal of Social Science

W https://www.jstor.org/stable/24491120

121/319 **SUBMITTED TEXT** 78 WORDS **89%** **MATCHING TEXT** 78 WORDS

The people in developing societies suffer from several problems, such as poverty, unemployment, bad health, illiteracy, corruption, and authoritarianism. The state is considered to be the main agency for dealing with these, or, in other words, for bringing about development. Hence the state has to shoulder more and more responsibility. Since the state functions through the government, and the government, in turn, depends to a large extent upon the bureaucracy, the bureaucracy's role also keeps expanding.	The people in developing societies suffer from a number of troubles, such as poverty, unemployment, bad health, illiteracy, corruption and authoritarianism. The state is measured to be the main agency for dealing with these, or, in other words, for bringing in relation to the development. Hence the state has to shoulder more and more responsibility. Since the state functions through the government, and the government, in turn depends to a large extent upon the bureaucracy, the bureaucracy's role also keeps expanding.

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122/319 **SUBMITTED TEXT** 24 WORDS **97%** **MATCHING TEXT** 24 WORDS

India the role of bureaucracy is not only dominant in the implementation of public policies but is also pervasive in respect of policy formulation.

India the role of the bureaucracy is not only dominant in the implementation of public policies, but is also pervasive in respect of policy formulation.

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123/319 **SUBMITTED TEXT** 27 WORDS **92%** **MATCHING TEXT** 27 WORDS

In the context of thegoals of a welfare state and development administration, bureaucracy has certainly emerged as one of the key elements in the politico-administrative process

In the context of the goals of a welfare state and development administration, bureaucracy has certainly emerged as one of the key elements in the politico-administrative process.

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124/319 **SUBMITTED TEXT** 163 WORDS **84%** **MATCHING TEXT** 163 WORDS

STATE 3.2.1 Bureaucracy as Agents of Political Development The emotional bonds of nationalism are often weak in new nations. However, unless these bonds are strengthened, the nation is in danger of falling apart, as happened, for example, in Pakistan from which Bangladesh broke away. The state and its bureaucracy play an important part in strengthening these emotional bonds. Thus, national integration is sought to be promoted through education, radio and television programmes, development of native languages, publication of good quality literature in native languages, cultural and sports activities in which persons from all parts of the nation participate, and so on. These programhes are often conducted by members of the bureaucracy. In a country where the national bonds are weak, having a bureaucracy that is centrally recruited and whose members serve in different parts of the country, also helps to hold the nation together. Political development is also promoted by strengthening interest groups, such as labour unions. Legislation

State and Bureaucracy as Mediators of Political Development The emotional bonds of nationalism are often weak in new nations. Though, unless these bonds are strengthened, the nation is in danger of falling separately, as happened, for instance, in Pakistan from which Bangladesh broke absent. The state and its bureaucracy play a significant part in strengthening these emotional bonds. Therefore national integration is sought through education, radio and television programmes, development of native languages, publication of good excellence literature in native languages, cultural and sports activities in which persons from all parts of the nation participate, and so on. These programmes are often mannered through members of the bureaucracy. In a country where the national bonds are weak, having a bureaucracy which is centrally recruited and whose members serve in dissimilar parts of the country, also helps to hold the nation jointly. Political development is also promoted through strengthening interest groups, such as labor unions. Legislation

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In 1961, two new Central Class I Services constituted the Indian Economic Service for the economists and the Indian Statistical Service for the Statisticians. All these services aim

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sanctions and supports trade union activity thus helps to bring about political development. Insofar as the bureaucracy participates in the formulation and implementation of such legislation, it has a role in political development. Political parties also 54 constitute an important part of the political system. In some countries nowadays political parties are provided with election funds

sanctions and supports trade union activity therefore helps to bring in relation to the political development. Insofar as the bureaucracy participates in the formulation and implementation of such legislation, it has a role in political development. Political parties also constitute a significant part of the political system. In some countries nowadays political parties are provided with election funds

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127/319 **SUBMITTED TEXT** 145 WORDS **81%** **MATCHING TEXT** 145 WORDS

Role of Bureaucracy in Economic Development In the eighteenth and nineteenth centuries, it was believed that the state should restrictitself to thecountry's defense and the maintenance of law and order and that it should intervene in the economy as little as possible. This view changed, particularly after the Great Depression of the 1930s, in which millions of people became unemployed the world over. Nowadays, all governments are expected to regulate the economy to bring about an increase in production, a high level of employment,prices of commodities, and check over monopolies and unhealthy trade practices. The need for such regulation of the economy is all the more in developing countries like Indiadue to widespread poverty and unemployment on the one hand and the great power ofmonopolists on the other. The government regulates the economy through fiscal policies (by modulating taxes), and monetary policies (by modulating

Role of Bureaucracy in Economic Development In the eighteenth and nineteenth centuries it was whispered that the state should restrict itself to the country's defense and the maintenance of law and order, and that it should intervene in the economy as little as possible. This view changed, particularly after the Great Depression of the 1930s, in which millions of people became unemployed the world in excess of. all governments are expected to regulate the economy so as to bring in relation to the augment in production, a high stage of employment, prices of commodities, and check in excess of monopolies and unhealthy trade practices. The need for such regulation of the economy is all the more great in developing countries like India due to widespread poverty and unemployment on the one hand, and the great power of monopolists on the other. The government regulates the economy through fiscal policies (through modulating taxes), and monetary policies (through modulating

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128/319 **SUBMITTED TEXT** 57 WORDS **89%** **MATCHING TEXT** 57 WORDS

money supply). Planning, which means resource allocation through a centralised administrative process, is resorted to for achieving economic growth. The government develops means of transport and communication. It provides loans and raw materials to industrialists and fanners. All these governmental activities are performed by government departments, nationalised banks, and other public undertakings through their officials. Hence

money supply). Planning, which means resource allocation through a centralized administrative process, is resorted to for achieving economic growth. The government develops means of transport and communication. It gives loans and raw materials to industrialists and farmers. All these governmental activities are performed through government departments, nationalized banks and other public undertakings through their officials. Hence

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129/319 **SUBMITTED TEXT** 161 WORDS **94%** **MATCHING TEXT** 161 WORDS

has a very important new role, namely that of functioning as the agent of economic development. More and more economists, statisticians, and trained managers are needed for the proper performance of this role. 3.2.3The Role of Bureaucracy in the Welfare State In recent times there has been a tendency for entrusting the state with more and more responsibility for social services, such as the provision of education, health care, employment, labour welfare, the welfare of the blind and other handicapped persons, and the welfare of widows and orphans. So much importance is attached to these new functions that the state has been renamed as the welfare state. The provision of such varied social services requires large numbers of different types of specialists, such as teachers, doctors, nurses, labour officers, and social workers. With their recruitment as members of the bureaucracy, the nature of the bureaucracy tends to change. This new role requires a new kind of bureaucracy.The

has a very significant new role, namely that of functioning as the agent of economic development. More and more economists, statisticians and trained managers are needed for the proper performance of this role. The Role of Bureaucracy in the Welfare State In recent times there has been a tendency for entrusting the state with more and more responsibility for social services, such as the provision of education, health care, employment, labor welfare, the welfare of the blind and other handicapped persons, and the welfare of widows and orphans. So much importance is attached to these new functions that the state has been renamed as the welfare state. The provision of such varied social services requires large numbers of dissimilar types of specialists, such as teachers, doctors, nurses, labor officers and social workers. With their recruitment as members of the bureaucracy, the nature of the bureaucracy tends to change: the new role requires a new type of bureaucracy. The

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130/319 **SUBMITTED TEXT** 39 WORDS **80%** **MATCHING TEXT** 39 WORDS

Collection of Taxes and Disbursement of Financial Benefits The bureaucracy plays a vitally important role in financial administration. They advise the political executive irrespectiveof all financial planning,taxstructure,tax administration, and the like. They collect taxes and settle disputes involving

Collection of Taxes and Disbursement of Financial Benefits The civil servants play a vitally important role in financial administration. They advise the political executive in respect of all financial planning, tax-structure, tax-administration and the like. They collect taxes and settle disputes involving

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131/319 **SUBMITTED TEXT** 41 WORDS **98%** **MATCHING TEXT** 41 WORDS

recovery of taxes. They play a vital role in preparing the budget and taxation proposals. They carry out the function of granting legally sanctioned financial benefits, tax reliefs, subsidies, and other concessions to the people. 55 3.2.5

recovery of taxes. They play a vital role in preparing the budget and taxation proposals. They carry out the function of granting of legally sanctioned financial benefits, tax reliefs, subsidies and other concessions to the people. 2.1.2.8.

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132/319 **SUBMITTED TEXT** 114 WORDS **93%** **MATCHING TEXT** 114 WORDS

modern welfare state and democratic politics has made it essential for the government to keep close relations with the people of the state. The need for maintaining active and full public relations is a vital necessity for every state. Civil servants play an active role in this sphere.They are the main agents who establish direct contact with the people. They serve as a two-way link. On the one hand, they communicate all government decisions to the people, and on the other hand, they communicate to the government the needs, interests, and views of the people. Thus, Bureaucracy plays a vigorously active and highly important role in the working of the government. 1.2.6

modern welfare state and democratic politics has made it essential for the government to keep close relations with the people of the state. The need for maintaining active and full public relations is a vital necessity of every state. The civil servants play an active role in this sphere. They are the main agents who establish direct contacts with the people. They serve as a two way link. On the one hand, they communicate all government decisions to the people, and on the other hand, they communicate to the government the needs, interests and views of the people. Thus, Bureaucracy plays a vigorously active and highly important role in the working of the government. 2.1.3.

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133/319 **SUBMITTED TEXT** 21 WORDS **90%** **MATCHING TEXT** 21 WORDS

Record-Keeping The bureaucracy has the sole responsibility of keeping systematically all government records. They collect, classify and analyse all data

Record-Keeping The Civil Service has the sole responsibility of keeping systematically all government records. They collect, classify and analyse all data

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134/319 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

all activities of the government. They collect and maintain vital

all activities of the government. They collect and maintain vital

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135/319	SUBMITTED TEXT	16 WORDS	100%	MATCHING TEXT	16 WORDS

statistics which are used for the formulation of public policies and plans. 1.2.7

statistics which are used for the formulation of Public policies and plans. 2.1.2.9.

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136/319	SUBMITTED TEXT	18 WORDS	61%	MATCHING TEXT	18 WORDS

such changes are sought to be brought about with the help oflaws. Thus, untouchability, bigamy, child marriage,and

such changes are sought to be brought in relation to the help of laws. Therefore, untouchability, bigamy, child marriage and

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137/319	SUBMITTED TEXT	18 WORDS	82%	MATCHING TEXT	18 WORDS

the making and implementation of policies are so deeply interconnected that it is impossible to separate them.

The creation and implementation of policy are so deeply interconnected that it is impossible to separate them.

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138/319	SUBMITTED TEXT	65 WORDS	79%	MATCHING TEXT	65 WORDS

This communication between the government and the various sections of society takes place, to a large extent, through the bureaucracy. Thus, if the farmers in an area suffer from some problem, such as lack of water for irrigation, they generally approach officials like the Deputy Commissioner, who communicates the problem to a higher level of the administration: they may make proposals for irrigation facilities

This communication flanked by the government and the several sections of the society takes place, to a large extent, through the bureaucracy. Therefore, if the fanners in an area suffer from some problem, such as lack of water for irrigation, they usually approach officials like the Deputy Commissioner, who communicates the problem to higher stage of the administration: they may create proposals for irrigation facilities

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139/319	SUBMITTED TEXT	27 WORDS	93%	MATCHING TEXT	27 WORDS

the budget. In this way, communication through the bureaucracy may help in the formulation of policy proposals for 57 meeting the needs of the people.

the budget. In this method communication through the bureaucracy may help in the formulation of policy proposals for meeting the needs of the people.

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140/319 **SUBMITTED TEXT** 24 WORDS **84%** **MATCHING TEXT** 24 WORDS

mechanism for the conversion of demands into policies. In this way, bureaucracy plays a more important role in policy formulation in developing countries.

mechanism for the conversion of demands into policies. In this method, the bureaucracy plays a more significant role in policy formulation in developing countries

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141/319 **SUBMITTED TEXT** 17 WORDS **90%** **MATCHING TEXT** 17 WORDS

Hence policy formulation, or giving the shape of laws and rules to policies, is largely done

Hence policy formulation, or giving the form of laws and rules to policies, is largely done

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142/319 **SUBMITTED TEXT** 28 WORDS **77%** **MATCHING TEXT** 28 WORDS

laws and rules drafted by specialist members of the bureaucracy are later examined and modified by ministers and legislators. However, ministers and legislators often do not have

laws and rules drafted through specialist members of the bureaucracy are later examined and customized through ministers and legislators. Though, ministers and legislators often do not have

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143/319 **SUBMITTED TEXT** 22 WORDS **85%** **MATCHING TEXT** 22 WORDS

to depend to a large extent upon specialists in the bureaucracy. In this way, the bureaucracy comes to influence policy formulation.

to depend to a large extent upon specialists in the bureaucracy. In this method the bureaucracy comes to power policy formulation.

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144/319 **SUBMITTED TEXT** 16 WORDS **88%** **MATCHING TEXT** 16 WORDS

role in policy formulation also because of the technical knowledge possessed by it. 3.4.2

role in policy formulation also because of the technical knowledge possessed through it.

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145/319 **SUBMITTED TEXT** 24 WORDS **100%** **MATCHING TEXT** 24 WORDS

Policy Implementation The main function of the bureaucracy is policy implementation, that is, giving effect to policies after they have been approved

Policy Implementation The main function of the bureaucracy is policy implementation that is, giving effect to policies after they have been approved

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146/319 **SUBMITTED TEXT** 44 WORDS **92%** **MATCHING TEXT** 44 WORDS

the executive and legislative branches of the government. This function also is performed under the overall control and supervision of politicians in the executive and legislative branches; however, members of the bureaucracy have to bear much of the responsibility for implementation. For implementation,

the executive and legislative branches of the government. This function also is performed under the overall control and supervision of politicians in the executive and legislative branches; though, members of the bureaucracy have to bear much of the responsibility for implementation. Policy implementation

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147/319 **SUBMITTED TEXT** 31 WORDS **95%** **MATCHING TEXT** 31 WORDS

a policy has to be broken up into projects, and each project into programmes. Thus, for implementing the policy of rural development, there are projects like that of Community development.

a policy has to be broken up into projects, and each project into programmes. Therefore, for implementing the policy of rural development, there are projects like that of Community Development.

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148/319 **SUBMITTED TEXT** 16 WORDS **76%** **MATCHING TEXT** 16 WORDS

civil servants have also come to play an active role in it.
They aid, advise

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149/319 **SUBMITTED TEXT** 46 WORDS **87%** **MATCHING TEXT** 46 WORDS

civil servants in various departments have to function in a coordinated manner for carrying out various programmes. To ensure such coordination and the execution of programmes within the given time frame, all officials are required to submit reports to their seniors about their achievements periodically.

civil servants in several departments have to function in a coordinated manner for carrying out several programmes. To ensure such coordination and the execution of programmes within the given time frame, all officials are required to submit reports to their seniors in relation to their achievements periodically.

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150/319 **SUBMITTED TEXT** 30 WORDS **59%** **MATCHING TEXT** 30 WORDS

examining the reports, officers at high levels can exercise control over the execution of programmes. Therefore, implementation followed by execution is mainly the responsibility of the bureaucracy. 3.4.3

examining the reports, officers at high stages are able to exercise control in excess of the execution of programmes. Therefore execution is mainly the responsibility of the bureaucracy.

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151/319 **SUBMITTED TEXT** 26 WORDS **74%** **MATCHING TEXT** 26 WORDS

results in an emphasis on routine and detail leading to redtape (delay) and giving rise to complaints of unresponsiveness of the bureaucracy to the people.

results in ah emphasis on routine and detail, leads to red tape (delay), and provides rise to complaints of unresponsiveness of the bureaucracy to the people.

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152/319 **SUBMITTED TEXT** 19 WORDS **91%** **MATCHING TEXT** 19 WORDS

execute laws and policies to attain the goals of the welfare state, that is, social equity, economic development,

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153/319 **SUBMITTED TEXT** 49 WORDS **91%** **MATCHING TEXT** 49 WORDS

The Role of Bureaucracy in Policy Development and Implementation in India. Southeast Asian Journal of Social Science, 15(2). 61

The Role of Bureaucracy in Policy Development and Implementation in India R.B. Southeast Asian Journal of Social Science

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154/319 **SUBMITTED TEXT** 38 WORDS **64%** **MATCHING TEXT** 38 WORDS

confidence of ministers belonging to any political party in the loyalty of the permanent subordinates, and high morale of public servants based on the confidence that promotion would be made not based on political considerations but merit.

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155/319 **SUBMITTED TEXT** 37 WORDS **85%** **MATCHING TEXT** 37 WORDS

society is made up of various classes such as landlords, capitalists, traders, farmers,and workers. The government is expected to take care of the interests of each one of them, and to allocate resources to them justly.	society is made up of several classes such as those of landlords, capitalists, traders and workers. The government is expected to take care of the interests of each one of them, and to allocate possessions to them justly.

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156/319 **SUBMITTED TEXT** 20 WORDS **75%** **MATCHING TEXT** 20 WORDS

the bureaucracy is the government's main instrument and must be neutral between classes if justice is to be done	The bureaucracy is the government"s main instrument and necessity is neutral flanked by classes if justice is to be done.

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157/319 **SUBMITTED TEXT** 220 WORDS **79%** **MATCHING TEXT** 220 WORDS

if a manufacturer pays higher wages to his workers, his profits get reduced to that extent. Similarly, if a landlord gives a higher share of the crop to his tenant farmers, he suffers a loss. It is precisely because of such conflict that neutrality between the classes is difficult to achieve. It is only if the government and the bureaucracy are seen to be neutral that the conflict can be kept within limits and peace maintained. If, however, a class has the feeling that injustice is being done to it, they may resort to violence. Thus, disputes between capitalists and workers result in tension or strikes, sometimes there is even violence and bloodshed. Hence the neutrality of the bureaucracy, which is the main instrument of the government, is essential for the maintenance of social order. If we take the example of India the conflict between classes is greater than in other developed nations. This is because there are greater disparities in developing countries. Thus while a few are very rich, millions continue to starve. What is more, those who are poor also lackeducation, social status, and political power. In other words. the poor often do not even know how to improve their condition, and even if they try, the richer and more powerful sections often thwart their efforts.	if a manufacturer pays higher wages to his workers, his profits get reduced to that extent. Likewise, if a landlord provides a higher share of the crop to his tenant farmers, he suffers a loss. It is precisely because of such disagreement that neutrality flanked by the classes is hard to achieve. It is only if the government and the bureaucracy are seen to be neutral that the disagreement can be kept within limits and peace maintained. If, though, a class has the feeling that injustice is being done to it, it may take to the war path. Therefore disputes flanked by capitalists and workers result in lockouts or strikes, sometimes there is even violence and bloodshed. Hence the neutrality of the bureaucracy, which is the main instrument of the government, is essential for the maintenance of social order. The disagreement flanked by classes is greater in developing countries like India, than in developed ones. This is because there are greater disparities in developing countries. Therefore while a few are very rich, millions continue to starve. What is more, those who are poor also lack of education, social status and political power. In other words, the poor often do not even know how to improve their condition, and even if they try, the richer and more powerful sections often thwart their efforts,

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158/319 **SUBMITTED TEXT** 18 WORDS **100%** **MATCHING TEXT** 18 WORDS

Moreover, neutrality is a state of mind and there can be no effective law to ensure it.

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159/319 **SUBMITTED TEXT** 91 WORDS **86%** **MATCHING TEXT** 91 WORDS

The neutrality of the bureaucracy is important also because of its role in helping to bring about development. The government provides loans, subsidies, tax concessions, raw materials (such as steel and cement), and inputs (such as coal, electricity, fertiliser, and seeds) to industrialists and farmers. The classes of big industrialists and big farmers have a lot of political and economic power and, therefore, tend to monopolise these gains. However, development requires that small industries and small farms should also prosper since they are 63 large in number and

The neutrality of the bureaucracy is significant also because of its role in helping to bring in relation to the development. The government gives loans, subsidies, tax concessions, raw materials (such as steel and cement), and inputs (such as coal, electricity, fertilizer and seeds) to industrialists and farmers. The classes of big industrialists and big farmers have a lot of political and economic power and, so, tend to monopolies these gains. Though, development requires that small industries and small farms should also prosper: they are large in number and

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160/319 **SUBMITTED TEXT** 27 WORDS **94%** **MATCHING TEXT** 27 WORDS

substantial contribution to the national product. Justice also requires that they should not be ignored. Hence it is important that the bureaucracy, which distributes these facilities,

substantial contribution to the national product. Justice also requires that they should not be ignored. Hence it is significant that the bureaucracy, which distributes these facilities,

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161/319 **SUBMITTED TEXT** 24 WORDS **93%** **MATCHING TEXT** 24 WORDS

small industrialists and farmers requires that the bureaucracy should not be influenced by the power of the big industrialists, big farmers, and landlords.

small industrialists and farmers requires that the bureaucracy should not be influenced through the power of the big industrialists, big farmers and landlords.

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162/319 **SUBMITTED TEXT** 91 WORDS **88%** **MATCHING TEXT** 91 WORDS

Another problem relates to the influence of interest groups. A department that serves a certain interest is, with time, likely to become identified with it. It has to come into close and continuous touch with persons having this interest, and it often has to function as the advocate of this interest. Thus, the department of agriculture has to serve farmers by providing various facilities and has to obtain funds for this purpose. In this process, the farmers' lobby and the department of agriculture are likely to become mutually supportive. If

Another problem relates to the power of interest groups. A department that serves a certain interest is, in the course of time, likely to become recognized with it. It has to come into close and continuous touch with persons having this interest, and it often has to function as the advocate of this interest. Therefore the department of agriculture has to serve farmers through providing several facilities, and has to obtain funds for this purpose. In this process, the farmers" lobby and the department of agriculture are likely to become mutually supportive. If *

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163/319 **SUBMITTED TEXT** 34 WORDS **72%** **MATCHING TEXT** 34 WORDS

interests of farmers and industrialists clash, as they often do, the department of agriculture is likely to take the side of the farmers. Hence such specialised agencies are in danger of losing their neutrality.

interests of fanners and industrialists clash, as they often do, the department of agriculture is likely to take the side of farmers. Hence such specialized agencies are in danger of losing their neutrality.

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164/319 **SUBMITTED TEXT** 136 WORDS **79%** **MATCHING TEXT** 136 WORDS

In developing countries like India, it tends to arise mainly concerning agencies dealing with powerful interests, like those of big' industrialists and big farmers. The solution to it lies in the development of organisationsforthe weaker sections of society. Efforts are now being made in India to help landless labour to organise itself. Similarly, if various interests organise themselves, and demand better political control over the bureaucracy, to ensure its responsibility and accountability, it is likely to remain moreneutral also. 4.2.2 Neutrality between Cultural Groups Our society consists of groups based on religion, caste, language, and region. While all these groups have many common interests, they also come into conflict to some extent. The Blacks have remained poor and exploited. In the USSR also there have been ethnic conflicts, for example between Armenians and Azeris.

In developing countries like India, it tends to arise mainly in regard to agencies dealing with powerful interests, like those of big industrialists and big farmers. The solution to it lies in the development of organizations of hitherto weaker sections of the society. Efforts are now being made in India to help landless labor to organize itself. Likewise, if several interests organize themselves, and demand better political control in excess of the bureaucracy, so as to ensure its responsibility and accountability, it is likely to remain more neutral also. Neutrality flanked by Cultural Groups Our society consists of groups based on religion, caste, language and region. While all these groups have several common interests, they also come into disagreement to some extent the blacks have remained poor and exploited. In the USSR also there have been ethnic conflicts, for instance flanked by Armenians and Azeris.

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165/319 **SUBMITTED TEXT** 127 WORDS **78%** **MATCHING TEXT** 127 WORDS

is required to hold the balance between the various groups. Hence it must be neutral between them. Since the conflict between cultural groups is generally greater in developing countries, the significance of the bureaucracy's neutrality is also greater in these countries. The way to the achievement of such neutrality, and also to the general reduction of conflict between cultural groups, lies through better education. If the attitudes of the people can be changed through education so that they come to regard themselves more as belonging to the Indian nation than to a particular group based upon religion, caste, language, or region, the conflict between groups can be reduced. Members of the higher bureaucracy are recruited mostly from among those who have received higher liberal education.

is required to hold the balance flanked by the several groups. Hence it is significant that it should be neutral flanked by them. Since the disagreement flanked by cultural groups is usually greater in developing countries, the significance of the bureaucracy"s neutrality is also greater in these countries. The method to the achievement of such neutrality, and also to the general reduction of disagreement flanked by cultural groups, lies through better education. If the attitudes of the people can be changed through education, so that they come to regard themselves more as belonging to the Indian nation than to a scrupulous group based upon religion, caste, language or region, the disagreement flanked by groups can be reduced. Members of the higher bureaucracy are recruited mostly from in the middle of those who have received higher liberal education.

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166/319 **SUBMITTED TEXT** 22 WORDS **77%** **MATCHING TEXT** 22 WORDS

members of the higher bureaucracy should be among the most broad-minded people in the society, and hence neutral between cultural groups.

members of the higher bureaucracy should be in the middle of the most broad-minded people in the society, and hence neutral flanked by cultural groups.

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167/319 **SUBMITTED TEXT** 33 WORDS **79%** **MATCHING TEXT** 33 WORDS

conscious effort at improving the quality of education can further help to modernise the attitudes of the bureaucracy leading to even greater neutrality. The conflict between cultural groups is often accentuated

Conscious effort at improving the excellence of education can further help to modernize the attitudes of the bureaucracy leading to even greater neutrality. The disagreement flanked by cultural groups is often accentuated

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168/319 **SUBMITTED TEXT** 49 WORDS **85%** **MATCHING TEXT** 49 WORDS

Muslims in India have generally been poorer than Hindus. Most Sikhs in Punjab have a rural background, while most Hindus have an urban one. Members of the scheduled castes all over India are generally poorer and have a lower social status than others. Many of them are landless

Muslims in India have usually been poorer than Hindus. Most Sikhs in Punjab have a rural background, while most Hindus have an urban one. Members of the scheduled castes all in excess of India are usually poorer and have a lower social status than others. Several of them are landless

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169/319 **SUBMITTED TEXT** 37 WORDS **94%** **MATCHING TEXT** 37 WORDS

narrowing the disparities between them. One of the effects of such disparities is that a cultural group having a lower social and economic status has a lower representation in the bureaucracy also. Such a bureaucracy, with

narrowing the disparities flanked by them. One of the effects of such disparities is that a cultural group having a lower social and economic status has a lower representation in the bureaucracy also. Such a bureaucracy, with

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170/319 **SUBMITTED TEXT** 56 WORDS **86%** **MATCHING TEXT** 56 WORDS

higher representation of certain groups than others, is often not perceived as being neutral. Hence the reduction of socio-economic disparities between cultural groups will not only reduce conflict between 64 them but also make for a more representative and neutral bureaucracy. Programmes aiming at poverty removal (such as the Integrated Rural Development Programme

higher representation of certain groups than others, is often not perceived as being neutral. Hence the reduction of socio-economic disparities flanked by cultural groups will not only reduce disagreement flanked them, but also create for a more representative and neutral bureaucracy. Programmes aiming at poverty removal (such as the Integrated Rural Development Programme),

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171/319 **SUBMITTED TEXT** 65 WORDS **92%** **MATCHING TEXT** 65 WORDS

effort to reduce disparities. Further, if a cultural group suffers from poverty and exploitation and is unable to find adequate representation in the bureaucracy, special measures are taken to help it in getting such representation. Thus, some universities and state institutes run special courses for preparing those belonging to weaker sections for competitive examinations for entry into the bureaucracy. The Constitution of India

effort to reduce disparities. Further, if a cultural group suffers from poverty and exploitation and is unable to discover adequate representation in the bureaucracy, special events are taken to help it in getting such representation. Therefore, some universities and state institutes run special courses for preparing those belonging to weaker sections for competitive examinations for entry into the bureaucracy. The Constitution of India

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172/319 **SUBMITTED TEXT** 19 WORDS **100%** **MATCHING TEXT** 19 WORDS

reservation of posts in the bureaucracy for any backward class of citizens under Article 16(4). Under this provision,

reservation of posts in the bureaucracy for any backward class of citizens under Article 16(4). Under this provision, 15

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173/319 **SUBMITTED TEXT** 177 WORDS **88%** **MATCHING TEXT** 177 WORDS

These measures are able to help in having a more representative and more neutral bureaucracy. 4.2.3 Neutrality between Political Parties Competition between political parties is an essential characteristic of a democracy. If there is only one party, the voter can hardly exercise higher choice. Democracy becomes meaningful only if the voter can choose between candidates of different parties. The exercise of choice by voters at general elections results in the formation of the government by one of the contending parties. Every party that fights an election puts forward its manifesto before the people. If it wins, it is rightly concludedthat the people have approved of its manifesto, indeed, it is said that the manifesto now becomes the mandate, or command, of the people to the new government. This mandate consists of policies that the people have approved. Fulfillment of the wishes of the people requires the implementation of these policies. The main instrument of the government for the implementation of its policies is the bureaucracy. Hence it is important that the bureaucracy should be neutral

these events are able to help in having a more representative and more neutral bureaucracy. Neutrality flanked by Political Parties Competition flanked by political parties is an essential feature of a democracy. If there is only one party, the voter can hardly exercise his/her choice. Democracy becomes meaningful only if the voter can choose flanked by candidates of dissimilar parties. The exercise of choice through voters at general elections results in the formation of the government through one of the contending parties. Every party that fights an election puts forward its manifesto before the people. If it wins, it is rightly inferred that the people have approved of its manifesto, indeed, it is said that the manifesto now becomes the mandate, or command, of the people to the new government. This mandate consists of policies which the people have approved. Fulfillment of the wishes of the people requires the implementation of these policies. The main instrument of the government for the implementation of its policies is the bureaucracy. Hence it is significant that the bureaucracy should be neutral

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174/319 **SUBMITTED TEXT** 50 WORDS **90%** **MATCHING TEXT** 50 WORDS

such neutrality alone can ensure the fulfillment of the wishes of the people. While the neutrality of the bureaucracy is accepted as an ideal, many problems arise in practice and come in the way of the fulfillment of this ideal. One such problem has been the spoils system,

such neutrality alone can ensure the fulfillment of the wishes of the people. While the neutrality of the bureaucracy is accepted as an ideal, several troubles arise in practice and come in the method of the fulfillment of this ideal. One such problem has been the spoils system,

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175/319 **SUBMITTED TEXT** 38 WORDS **95%** **MATCHING TEXT** 38 WORDS

another party, throws out the supporters of the party earlier in power, the bureaucracy also tends to lack permanence, knowledge gained from experience in the service, and the motivation that the career system might have provided.	another party, throws out the supporters of the party earlier in power, the bureaucracy also tends to lack permanence, knowledge gained from experience in the service and the motivation which the career system might have provided.

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176/319 **SUBMITTED TEXT** 61 WORDS **91%** **MATCHING TEXT** 61 WORDS

tends to interfere with the neutrality of the bureaucracy between political parties is the development of loyalty toward the politicians in power. Members of the bureaucracy who have been selected impartially by a Civil Service Commission, can later, in the course of their career, shed their neutrality and become aligned with the party, or the individuals, in power. 4.3	tends to interfere with the neutrality of the bureaucracy flanked by political parties is the development of loyalty towards the politicians in power. Members of the bureaucracy, who have been selected impartially through a Civil Service Commission, can later, in the course of their career, shed their neutrality and become aligned with the party, or the individuals, in power.

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177/319 **SUBMITTED TEXT** 32 WORDS **75%** **MATCHING TEXT** 32 WORDS

the main characteristics of a bureaucracy are hierarchy, division of labour, specialisation, rules, and impersonality. All these factors make for efficiency. At the same time, however, a bureaucracy suffers from alienation.	the main features of a bureaucracy are hierarchy, division of labor, specialization, rules and impersonality. All these factors create for efficiency. At the same time, though, a bureaucracy suffers from alienation.

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178/319 **SUBMITTED TEXT** 14 WORDS **100%** **MATCHING TEXT** 14 WORDS

the members of bureaucracy suffer from loss of freedom, creativity, humanity, and morality.	the members of bureaucracy suffer from loss of freedom, creativity, humanity, and morality.

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179/319 **SUBMITTED TEXT** 98 WORDS **84%** **MATCHING TEXT** 98 WORDS

Other writers have also pointed out the disadvantages, or dysfunctions, of bureaucracy.Thus, bureaucratic control over officials requires that they should strictly follow rules. Hence the problem is how to maintain efficiency while reducing alienation or the dysfunctions of bureaucracy. The solution to this problem lies mainly in improving the commitment of its members. In other words, the bad effects of bureaucratic controls can to some extent be reduced if the employees are imbued with dedication. Dedication or commitment is required also because the employees have constantly to deal with complex problems, many of which are new.

Other writers have also pointed out the disadvantages, or dysfunctions, of bureaucracy. Therefore Merton says that bureaucratic control in excess of officials, requiring that they should strictly follow rules, induces in them "timidity, conservatism and techniques". Hence the problem is how to maintain efficiency while reducing alienation or the dysfunctions of bureaucracy. The solution to this problem lies mainly in improving the commitment of its members. In other words, the bad effects of bureaucratic controls can to some extent be reduced if the employees are imbued with dedication. Dedication or commitment is required also because the employees have constantly to deal with intricate troubles, several of which are new.

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180/319 **SUBMITTED TEXT** 68 WORDS **86%** **MATCHING TEXT** 68 WORDS

Dedication or commitment is required also because the bureaucrats have constantly to deal with complex problems, many of which are new. It is a mistake to think that all bureaucratic activity is routine and monotonous. Developmental activity in particular requires forecasting, planning, risk bearing, breaking new ground, and experimentation. Hence, innovations have to be made all the time. The making of innovations, or creativity, requires emotional commitment.

Dedication or commitment is required also because the employees have constantly to deal with intricate troubles, several of which are new. It is a mistake to think that all bureaucratic activity is routine and monotonous. Developmental activity in scrupulous requires forecasting, planning, risk bearing, breaking new ground and experimentation. Hence, innovations have to be made all the time. The creation of innovations, or creativity, requires emotional commitment.

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181/319 **SUBMITTED TEXT** 27 WORDS **88%** **MATCHING TEXT** 27 WORDS

Commitment to Values and Objectives Of our various commitments, the most important is the commitment to values. In the ethical sense, values are ends in themselves

Commitment to Values and Objectives Of our several commitments, the most significant is the commitment to values. In the ethical sense, values are ends in themselves:

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182/319 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

of our values are what are called human values, that

of our values are what are called human values that

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183/319	SUBMITTED TEXT	40 WORDS	96%	MATCHING TEXT	40 WORDS

those values that are sought in all places and times. Examples of human values are truth, compassion, honesty, and courage. While human values are universally sought, there are some values to which importance is attached in only some countries

those values which are sought in all places and times. Examples of human values are truth, compassion, honesty and courage. While human values are universally sought, there are some values to which importance is attached in only some countries.

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184/319	SUBMITTED TEXT	16 WORDS	90%	MATCHING TEXT	16 WORDS

national values. Important human and national values may be mentioned in a nation's Constitution also.

national values. Significant human and national values may be mentioned in a nation"s Constitution also.

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185/319	SUBMITTED TEXT	122 WORDS	96%	MATCHING TEXT	122 WORDS

are mentioned in the preamble to India's Constitution. These may be called human values since in no age or place has their desirability been questioned. Then there are the values of nationalism, democracy, socialism, and secularism which may be called India's national or Constitutional values since they find explicit or implicit support in the Constitution. While it is expected that everyone everywhere will attach great importance to human values, citizens of India are, in addition, expected to seek to fulfill the national or Constitutional values. The bureaucracy is expected to attach even greater importance to both these sets of values than ordinary citizens. The bureaucracy acts on behalf of the state or government. If the state and government are to

are mentioned in the preamble to India"s Constitution: justice, liberty, excellence and fraternity. These may be called human values since in no age or place has their desirability been questioned. Then there are the values of nationalism, democracy, socialism and secularism which may be called India"s national or Constitutional values, since they discover explicit or implicit support in the Constitution. While it is expected that everyone everywhere will attach great importance to human values, citizens of India are, in addition, expected to seek to fulfill the national or Constitutional values. The bureaucracy is expected to attach even greater importance to both these sets of values than ordinary citizens. The bureaucracy acts on behalf of the state or government. If the state and government are to

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186/319 **SUBMITTED TEXT** 156 WORDS **87%** **MATCHING TEXT** 156 WORDS

human values. Again, since the constitution lays down the fundamental principles according to which the state is governed, the bureaucracy, as the agent of the state and the government, must accord the highest importance to all the values enshrined in the Constitution. 66 Apart from human and constitutional values, the bureaucracy must also be committed to national objectives. Some of these may be so important as to be mentioned in the Constitution, while others are stated in laws. Thus, Part IV of the Indian Constitution, entitled "Directive Principles of State Policy" mentions objectives such as securing just and humane conditions of work, securing a living wage, provision of free and compulsory education for all children, and the protection of Scheduled Castes and Tribes from social injustice and exploitation. However, the Constitution mentions only a few, paramount, objectives, most other national objectives are stated in laws. It is through the demands of interest groups

human values. Again, since the constitution lays down the fundamental principles according to which the state is governed, the bureaucracy, as the agent of the state and the government, necessity accord the highest importance to all the values enshrined in the Constitution. Separately from human and constitutional values, the bureaucracy necessity also is committed to national objectives. Some of these may be so significant as to be mentioned in the Constitution, while others are stated in laws. Therefore Part IV of the Indian Constitution entitled “Directive Principles of State Policy” mentions objectives such as the following: securing just and humane circumstances of work, securing a living wage, provision of free and compulsory education for all children, and the protection of Scheduled Castes and Tribes from social injustice and exploitation. Though, the Constitution mentions only a few, paramount, objectives, most other national objectives are stated in laws. Their seed may be found in the demands of interest groups,

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187/319 **SUBMITTED TEXT** 30 WORDS **100%** **MATCHING TEXT** 30 WORDS

they are presented to the people for their approval through the manifestos of political parties at election time and they are adopted as national objectives after their inclusion in-laws.

they are presented to the people for their approval through the manifestos of political parties at election time, and they are adopted as national objectives after their inclusion in laws.

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188/319 **SUBMITTED TEXT** 107 WORDS **88%** **MATCHING TEXT** 107 WORDS

the performance of its duties. 4.3.2 Commitment to Service of the People The bureaucracy's important role in policy formulation and implementation gives it a lot of power, it participates in deciding who should get what, when, and how, and then goes ahead to enforce these decisions. In developing countries, particularly, the power of the bureaucracy is considerable since the other parts of the political system are weak. Hence while the civil servant is, ideally, expected to function as a "servant" of the people, in reality, he may turn out to be a master. In a developing country like India, this problem becomes worse due to

the time of election. Commitment to Service of the People The bureaucracy"s significant role in policy formulation and implementation provides it a lot of power; it participates in deciding who should get what, when and how, and then goes ahead to enforce these decisions. In developing countries, particularly, the power of the bureaucracy is considerable since the other parts of the political system are weak. Hence while the civil servant is, ideally, expected to function as a "servant" of the people, in reality he may turn out to be a master. In countries like India, this problem becomes worse due to

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189/319 **SUBMITTED TEXT** 51 WORDS **92%** **MATCHING TEXT** 51 WORDS

heritage of the colonial past, when the civil servant used to be the symbol and agent of the foreign power. After independence also, a cultural and social chasm continued to exist between the mostly non-literate and poor people and the higher bureaucrat who often dresses, speaks, and even thinks, like

heritage of the colonial past, when the civil servant used to be the symbol and agent of the foreign power. After independence also, a cultural and social chasm has sustained to exist flanked by the mostly non-literate and poor people and the higher bureaucrat who often dresses, speaks, and even thinks, like

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190/319 **SUBMITTED TEXT** 129 WORDS **91%** **MATCHING TEXT** 129 WORDS

In a democracy, however, the people are expected to exercise real power, and the bureaucracy is expected to remain under the control of the elected politicians, and serve the people. Hence the commitment to providing service to the people is essential for the proper performance of the bureaucracy's role. The bureaucracy's power, derived from its role in policy formulation and implementation, is used also for fulfilling its interests. In developing countries, the bureaucracy is very powerful, the result often is that the bureaucracy tends to fulfill its interest even at the cost of the interests of the people. Thus, the extra profit (benefits apart from salary) remains high in most public undertakings in India even if they lack effectiveness and run at a loss. High officials play

In a democracy, though, the people are expected to exercise real power, and the bureaucracy is expected to remain under the control of the elected politicians, and serve the people. Hence commitment for providing service to the people is essential for the proper performance of the bureaucracy"s role. The bureaucracy"s power, derived from its role in policy formulation and implementation, is used also for fulfilling its own interests. In developing countries, the bureaucracy is very powerful; the result often is that the bureaucracy tends to fulfill its own interest even at the cost of the interests of the people. Therefore the extra profit (benefits separately from salary) remnants high in most public undertakings in India even if they lack effectiveness and run at a loss. High officials play

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191/319 **SUBMITTED TEXT** 154 WORDS **86%** **MATCHING TEXT** 154 WORDS

role in the determination of their emoluments, and try to protect their interests by maintaining the emoluments at a high level. Service of the people requires that where there is a conflict between their interests and those of the people, they should give priority to the people's interests. 4.3.3 Commitment to Profession A profession is a vocation or calling, especially one that involves some branch of science or advanced learning. Nowadays Public Administration requires persons belonging to almost all the professions, such as doctors, engineers, lawyers, teachers, scientists, managers, and accountants. Obtaining professional qualifications requires long and arduous preparation on their part. They are considered to have specialised knowledge and excellence and hence have high prestige. Since their contribution to society comes from their specialised knowledge, it becomes their duty to keep abreast of the developments in their field of specialisation. They must also maintain the expected standard of performance. Thus, university

role in the determination of their own emoluments, and try to protect their interests through maintaining the emoluments at a high stage. Service of the people requires that where there is a disagreement flanked by their own interests and those of the people, they should provide priority to the people"s interests. Commitment to Profession A profession is a vocation or calling, especially one that involves some branch of science or advanced learning. Nowadays Public Administration requires persons belonging to approximately all the professions, such as doctors, engineers, lawyers, teachers, scientists, managers and accountants. Obtaining professional qualifications requires long and arduous preparation on their part. They are measured to have specialized knowledge and excellence and hence have high prestige. Since their contribution to the society comes from their specialized knowledge, it becomes their duty to keep abreast of the developments in their field of specialization. They necessity also maintain the expected standard of performance. Therefore university

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192/319 **SUBMITTED TEXT** 58 WORDS **76%** **MATCHING TEXT** 58 WORDS

to read the latest publications. These are the requirements of their commitment to teaching as a profession. Similarly, other professionals must also continually update their knowledge and skill and maintain the expected standard of performance through practice. 67 The duties associated with every profession required, not only knowledge and skill but also moral dedication. Hence

to read the latest publications. These are the necessities of their commitment to teaching as a profession. Likewise, other professional"s necessity also continually updates their knowledge and ability, and maintains the expected standard of performance through practice. The duties associated with every profession required, not only knowledge and ability, but also moral dedication. Hence

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193/319	SUBMITTED TEXT	60 WORDS	92%	MATCHING TEXT	60 WORDS

commitment to a profession involves adherence to its ethics and etiquette. Thus, the ethics of the medical profession require that a doctor should attend to a patient even at the risk of infection to himself, its etiquette requires that he should not disclose information confided to him by his patients. Similarly, every profession has its ethics and etiquette.

commitment to a profession involves adherence to its ethics and etiquette. Therefore the ethics of the medical profession require that a doctor should attend to a patient even at the risk of infection to himself; its etiquette requires that he should not disclose information confided to him through his patients. Likewise, every profession has its ethics and etiquette.

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194/319	SUBMITTED TEXT	24 WORDS	73%	MATCHING TEXT	24 WORDS

continue to remain committed to the ethics and the etiquette of the higher profession, in addition to a higher commitment to the objectives

continue to remain committed to the ethics and the etiquette of his/her profession, in addition to his/her commitment to the objectives

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195/319	SUBMITTED TEXT	39 WORDS	69%	MATCHING TEXT	39 WORDS

For example, if a specialist in clinical medicine becomes the director of a medical institute. He or she should not allow the new status to interfere with higher duty toward the patients. A higherposition may also provide him

For instance, if a specialist in clinical medicine becomes the director of a medical institute, he/ she should not allow the new status to interfere with his/her duty towards the patients. His/her position may also give him/

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196/319	SUBMITTED TEXT	34 WORDS	86%	MATCHING TEXT	34 WORDS

her with opportunities for selfish gain at the cost of clients. Thus, a specialist in a medical institute may be pressurised for recommending some costly and inferior equipment for purchase. 4.4

her with opportunities for selfish gain at the cost of his/her clients. Therefore, a specialist in a medical institute may be pressurized for recommending some costly and inferior equipment for purchase.

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197/319 **SUBMITTED TEXT** 245 WORDS **86%** **MATCHING TEXT** 245 WORDS

NEUTRALITY AND COMMITMENT In recent years there has been a lot of discussion in India about the nature of neutrality and commitment, and particularly, whether the bureaucracy can have the two qualities at the same time. If commitment is taken to mean a commitment to a particular political party or its leaders, it becomes antithetical to neutrality. However, commitment to human and constitutional values and national objectives, to service of the people, and professional ethics and etiquette, are not antithetical to neutrality between classes, cultural groups, and political parties. Indeed, commitment and neutrality reinforce each other if they are of the right type. This commitment to the human value of compassion and the constitutional value of fraternity is likely to induce neutrality between classes and cultural groups respectively. Similarly, commitment to national objectives is likely to induce neutrality between political parties. Hence the effort should be to induce commitment and neutrality of the right kind. Inculcation of desirable attitudes in the bureaucracy requires attention to all aspects of personnel administration. At the time of recruitment and selection of candidates, it should be ensured that they have received the right kind of socialisation and education in the family and school. The competitive examination for selection can include tests of attitudes towards human and constitutional values and national objectives on the one hand, and towards classes, cultural groups and parties on the other. Such tests can indicate whether the candidate has properly benefited from

Neutrality and Commitment In recent years there has been a lot of discussion in India in relation to the nature of neutrality and commitment, and particularly, whether the bureaucracy can have the two qualities at the same time. Obviously, if commitment is taken to mean commitment to a scrupulous political party or to its leaders, it becomes antithetical to neutrality. Though, commitment to human and constitutional values and national objectives, to service of the people, and to professional ethics and etiquette, is not antithetical to neutrality flanked by classes, cultural groups and political parties. Indeed, commitment and neutrality reinforce each other if they are of the right type. Therefore commitment to the human value of compassion and to the constitutional value of fraternity is likely to induce neutrality flanked by classes and cultural groups respectively. Likewise, commitment to national objectives is likely to induce neutrality flanked by political parties. Hence the effort should be to induce commitment and neutrality of the right type. Inculcation of Neutrality and Commitment Inculcation of desirable attitudes in the bureaucracy requires attention to all characteristics of personnel administration. At the time of recruitment and selection of candidates it should be ensured that they have received the right type of socialization and education in the family and school. The competitive examination for selection can contain tests of attitudes towards human and constitutional values and national objectives on the one hand, and towards classes, cultural groups and parties on the other. Such tests can indicate whether the candidate has properly benefited from

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198/319 **SUBMITTED TEXT** 61 WORDS **97%** **MATCHING TEXT** 61 WORDS

liberal education and has a broad mental outlook, or has merely committed materials to memory for passing examinations. After entry, desired attitudes of neutrality and commitment can be inculcated in the members of the bureaucracy through training.Various incentives, such as desired posting, visits abroad, and quicker promotion, can be provided for motivating employees to develop the right attitudes. Finally, control

liberal education and has a broad mental outlook, or has merely committed materials to memory for passing examinations. After entry, desired attitudes of neutrality and commitment can be inculcated in the members of the bureaucracy through training. Several incentives, such as desired posting, visits abroad and quicker promotion, can be provided for motivating employees to develop the right attitudes. Finally, control

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199/319 **SUBMITTED TEXT** 116 WORDS **95%** **MATCHING TEXT** 116 WORDS

the political executive and the legislature can ensure that they do not deviate from the norms. Institutions like the Public Service Commission, Courts, and Administrative Tribunals should ensure that the exercise of control by political authorities is done fairly and justly. Further, in a democracy, the people have the right and the duty to see that all institutions function properly. Special agencies and methods of recruitment can be used for important areas requiring a high degree of both neutrality and commitment. One such special agency already in use is the autonomous university. Higher education and research constitute an area in which commitment and neutrality are both of great importance. If commitment is not there,	the political executive and the legislature can ensure that they do not deviate from the norms. Institutions like the Public Service Commission, Courts and Administrative Tribunals should ensure that the exercise of control through political authorities is done fairly and justly. Further, in a democracy, the people have the right and the duty to see that all institutions function properly. Special Agencies and Recruitment Methods Special agencies and methods of recruitment can be used for significant areas requiring a high degree of both neutrality and commitment. One such special agency already in use is the autonomous university. Higher education and research constitute an area in which commitment and neutrality are both of great importance. If commitment is not there,

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200/319 **SUBMITTED TEXT** 126 WORDS **96%** **MATCHING TEXT** 126 WORDS

pursuit of knowledge lacks excellence; if neutrality is not there education becomes merely 68 indoctrination. The autonomous university aims at achieving both; it also retains the main advantage of bureaucratisation, namely efficiency, while avoiding the dysfunctions flowing from bureaucratisation due to its autonomy. Max Weber has noted that staff members of a university constitute a bureaucracy. The characteristics of hierarchy, division of labour, specialisation, rules, and impersonality are to be found in a university also, and hence it has the efficiency flowing from these factors. At the same time, its autonomy permits its staff members to remain committed as well as neutral, since the rules of conduct applicable to government servants do not apply to the employees of a university. 4.5	pursuit of knowledge lacks excellence; if neutrality is not there education becomes merely indoctrination. The autonomous university aims at achieving both; it also retains the main advantage of bureaucratization, namely efficiency, while avoiding the dysfunctions flowing from bureaucratization due to its autonomy. Max Weber has noted that staff members of a university constitute a bureaucracy. The features of hierarchy, division of labor, specialization, rules and impersonality are to be found in a university also, and hence it has the efficiency flowing from these factors. At the same time, its autonomy permits its staff members to remain committed as well as neutral, since the rules of conduct applicable to government servants do not apply to the employees of a university.

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201/319 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

absence of any political activity or bias on the part of	absence of any political activity or bias on the part of

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202/319 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

neutrality means acceptance of the discipline of working without reservation

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203/319 **SUBMITTED TEXT** 16 WORDS **66%** **MATCHING TEXT** 16 WORDS

the politicians of the party in power at the Centre or at the State level.

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204/319 **SUBMITTED TEXT** 50 WORDS **92%** **MATCHING TEXT** 50 WORDS

Special agencies and methods of recruitment can be used for important areas requiring ahigh degree of both neutrality and commitment. One such special agency already in use is the autonomous university. Higher education and research constitute an area in which commitment and neutrality are both of great importance.

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205/319 **SUBMITTED TEXT** 22 WORDS **92%** **MATCHING TEXT** 22 WORDS

is one of the important problems of public administration. The problem has acquired new dimensions due to the vital role of

is one of the important problems of Public Administration. The problem has acquired new dimensions due to the increasing role of

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is generally a person who has special knowledge or skill in a specific field, for example. engineers, physicians, agriculturists, educationists, lawyers, etc.

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207/319 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

expert or specialist is a relative term depending upon the context.

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208/319 **SUBMITTED TEXT** 30 WORDS **56%** **MATCHING TEXT** 30 WORDS

opportunities for the exercise of their qualifications and specialist skills. This category includes engineers, draughtsmen, technicians, and so on. Some of these, such as doctors and engineers, have acquired

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209/319 **SUBMITTED TEXT** 15 WORDS **87%** **MATCHING TEXT** 15 WORDS

and draughtsmen may acquire and develop their skills after joining the service.

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210/319 **SUBMITTED TEXT** 50 WORDS **75%** **MATCHING TEXT** 50 WORDS

a public servant who does not have a specialised background and is easily transferable to any department or branch of Government. He has also been defined as an administrator, who belongs to the managerial class and who is well versed with rules, regulations, and procedures of administration, and generally

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211/319 **SUBMITTED TEXT** 13 WORDS **100%** **MATCHING TEXT** 13 WORDS

those members of the administrative and executive classes who are now treated

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212/319 **SUBMITTED TEXT** 31 WORDS **95%** **MATCHING TEXT** 31 WORDS

administration. The policy formulation and the 'consideration' levels in the Central, as well as State Secretariat, are occupied by the bureaucrats, while positions in the field are filled by the

administration. The 'Policy Formulation' and the 'consideration' levels in the Central as well as State Secretariats are occupied by the Generalists while, positions in the field are filled by the

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government, officials, permanent executive, and non-political executive are used to describe all such persons who carry out the day-to-day administration of the state. The terms Bureaucrats and Civil Servants are popularly used as synonyms.

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214/319 **SUBMITTED TEXT** 72 WORDS **91%** **MATCHING TEXT** 72 WORDS

the 'bureaucrat and technocrat' controversy in India can largely be traced to the concept of 'nearness' or 'remoteness' from the area of top policy-making. It is more post-centered rather than person-oriented, and the tussle between the two is in reality for holding certain positions. The real debate should be around formulating a satisfactory and adequatestaffing policy or better still, evolving a progressive, constructive and objective-oriented,egalitarian personnel philosophy. 74

the 'generalist and specialist' controversy in India can largely be traced to the concept of 'nearness' or 'remoteness' from the area of top policy making. It is more post centred rather than person-oriented, and the tussle between the two is in reality for holding certain positions. The real debate should be around formulating a satisfactory and adequate staffing policy or better still, evolving a progressive, constructive and objective-oriented, egalitarian personnel philosophy.

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aspect of controversy relates to the privileged position enjoyed by the IndianAdministrative Service due to

aspect of the controversy relates to the privileged position enjoyed by the Indian Administrative Service due to

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216/319 **SUBMITTED TEXT** 112 WORDS **83%** **MATCHING TEXT** 112 WORDS

high salary, better career prospects, and also its monopoly oftop administrative positions as posts of secretaries in the government departments; even the positionof heads of most executive departments are reserved for the bureaucrats.Career wise too, a member of the Indian Administrative Service after serving for about tenyears or so in a state administration, moves to the Central Secretariat and at times becomeseven the Secretary of a department or ministry. The technocrats feel that their position andstatus in the administrative hierarchy is not commensurate with the contribution they maketo the technological advancement of the country. They are being denied access to the policy-making powers is attributed to their being overshadowed by the

high salary, better career prospects and also its monopoly of top administrative positions as posts of secretaries in the government departments; in fact even the positions of heads of most executive departments are reserved for the generalists. Career wise too, a member of the Indian Administrative Service after serving for about ten years or so in a state administration, moves to the Central Secretariat and at times becomes even the Secretary of a department or ministry. The specialists feel that their position and status in the administrative hierarchy is not commensurate with the contribution they make to the technological advancement of the country. Their being denied access to the policy making powers is attributed to their being overshadowed by the

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217/319 **SUBMITTED TEXT** 18 WORDS **91%** **MATCHING TEXT** 18 WORDS

leading a team of technical district officers who are heads of technical departments. At the block level,

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218/319 **SUBMITTED TEXT** 22 WORDS **92%** **MATCHING TEXT** 22 WORDS

in matters of pay scales and service conditions, and access to administrative positions at the Secretariat so that they can contribute

In matter, of pay scales and service conditions, and access to administrative positions at the Secretariat so that they can contribute

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219/319	SUBMITTED TEXT	258 WORDS	75%	MATCHING TEXT	258 WORDS

The suitability of the bureaucratsfor all policy-making positions is questioned by technocratson the ground that the change in the functions of government in present times calls forcertain professionalism which is not possessed to such an extent by the generalists. Also, byreserving all senior managerial positions to the bureaucrats, especially to the IAS, the government is deprived of the expert advice and specialised knowledge of the specialists.However, it is generally argued by the bureaucrats that the field experience gained by them at the district and state levels in the initial years of their career helps them in the taskof decision-making. But thetechnocrats feel that this field experience is not sufficient todischarge themulti-varied tasks of the government which requires special or expertknowledge. And also, this sort of field experience is not just the prerogative of thegeneralists as it can be secured by the technocrats. For example, a doctor working in aPrimary Health Centre is exposed to all sorts of field problems as can be experienced by aDistrict Collector. This makes higher acquire certain administrative skills in addition tohigher technical competence. Another point of contention between the two comes from their beingorganised into separate hierarchies. This leads to situations where the expert advice renderedby the technocrats are submitted to thebureaucrats for higher approval. This is justified on theground that since technocrats tend to have a biased outlook tilted towards their specialty andsince policymaking needs to consider matters in totality, the bureaucrats are best suited to takethe final decision. This is due to technocrats being denied access to senior

The suitability of the generalist for all policy making positions is questioned by specialists on the ground that the change in the functions of government in present times calls for certain professionalism which is not possessed to such an extent by the generalists. Also by reserving all senior managerial positions to the generalists especially to the IAS, the; government is deprived of the expert advice and specialized knowledge of the specialists. However it is generally argued by the pro-generalists that the field experience gained by them at the district and state levels in the initial years of their career helps them in the task of decision making. But the specialists feel that this field experience is not sufficient to discharge the multi- varied tasks of the government which requires special or expert knowledge. And also, this sort of field experience is not just the prerogative of the generalists as it can be secured by the specialists. For example, a doctor working in a Primary Health Center is exposed to all sorts of field problems as can be experienced by a District Collector. This makes him/her acquire certain administrative skills in addition to his/her technical competence. Another point of contention between the generalists and specialists comes from their being organised into separate hierarchies. This leads to situations where the expert advice rendered by the specialist is submitted to the generalist for his/her approval. This is justified on the ground that since specialists tend to have a biased outlook tilted towards their specialty and since policy making needs to consider matters in totality, the generalist is best suited to take the final decision. This is due to specialists being denied access to senior

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220/319 **SUBMITTED TEXT** 77 WORDS **81%** **MATCHING TEXT** 77 WORDS

The bureaucracy often moves from one department to the other and at times to a public enterprise or even a semi-government institution. But the mobility of the technocrats isrestricted in the sense that they are transferred or promoted in the same department. The technocrats view the frequent movement of the bureaucrats as a hindrance in the way 75 ofacquiring adequate and in-depth knowledge in any one aspect of the department's work.Thus, the technocrats feel

The generalists often move from one department to the other and at times to a public enterprise or even a semi-government institution. But the mobility of the specialists is restricted in the sense that they are transferred or promoted in the same department. The specialists view the frequent movement of the generalists as a hindrance in the way acquiring adequate and in-depth knowledge in any one aspect of the department's work. This, the specialists feel

W https://www.bdu.ac.in/cde/SLM/M.A.%20Public%20Administration/I%20Year/Paper%20-%205%20%20Public%2 ...

221/319 **SUBMITTED TEXT** 34 WORDS **90%** **MATCHING TEXT** 34 WORDS

it is the responsibility of the bureaucracy to carry out and implement the policies of thegovernment. Good policies and laws can serve their objectives only when these are efficiently implemented by civil servants.

It is the responsibility of the bureaucracy to carry out and implement the policies of the government. Good policies and laws can really serve their objectives only when these are efficiently implemented by the civil servants. 2.1.2.2.

W https://www.bdu.ac.in/cde/SLM/M.A.%20Public%20Administration/I%20Year/Paper%20-%205%20%20Public%2 ...

222/319 **SUBMITTED TEXT** 26 WORDS **94%** **MATCHING TEXT** 26 WORDS

Of late, certain measures have been taken in our country to induct technocrats into higher administrative positions at the Centre as well as in States.

Of late, certain measures have been taken in our country to induct specialists into higher administrative positions at the Centre as well as in States.

W https://www.bdu.ac.in/cde/SLM/M.A.%20Public%20Administration/I%20Year/Paper%20-%205%20%20Public%2 ...

223/319 **SUBMITTED TEXT** 28 WORDS **94%** **MATCHING TEXT** 28 WORDS

in the Union Ministry of Education was an educationist by profession, and the Secretary to the Scientific Affairs Department in the same ministry was an eminent scientist.

SA HC 2.3 - Major Issues in Indian Administrative System.pdf (D158855566)

224/319 **SUBMITTED TEXT** 16 WORDS **83%** **MATCHING TEXT** 16 WORDS

Another method of giving a technocrat head of department ex-officio status of joint/additional/full Secretary to

SA HC 2.3 - Major Issues in Indian Administrative System.pdf (D158855566)

225/319 **SUBMITTED TEXT** 20 WORDS **100%** **MATCHING TEXT** 20 WORDS

and so is the case with the Department of Science and Technology which has a scientist as a Secretary.

and so is the case with the Department of Science and Technology which has a scientist as a Secretary.

W https://www.bdu.ac.in/cde/SLM/M.A.%20Public%20Administration/I%20Year/Paper%20-%205%20%20Public%2 ...

226/319 **SUBMITTED TEXT** 28 WORDS **51%** **MATCHING TEXT** 28 WORDS

of the Board operate as heads of departments and are also ex-officio secretaries in the Railway Ministry. So is the case of the Department of Atomic Energy,

SA HC 2.3 - Major Issues in Indian Administrative System.pdf (D158855566)

227/319 **SUBMITTED TEXT** 107 WORDS **59%** **MATCHING TEXT** 107 WORDS

way to tackle this problem is to experiment with an integrated hierarchy in place of present'separate' and 'parallel' hierarchies. In separate hierarchies, the policy is determined by thebureaucratsand the function of the technocrats is to execute it. Whereas in a parallel hierarchy,each class has its parallel sub-hierarchy, and work between the two is coordinated byfrequent liaison. The organisation of technocrats andin separate hierarchies, withthe policy and financial aspects of the work reserved exclusively for bureaucrats, has certaindisadvantages such as slowing down the process of decisionmaking and management, generating inefficiency, and preventing the specialists from exercising the full range of responsibilities normally associated with their professions.

way to tackle this problem is to experiment with integrated hierarchy in place of present 'separate' and 'parallel' hierarchies. In separate hierarchies, policy is determined by the generalists and the function of the specialists is to execute it. Whereas in parallel hierarchy, each class has its own parallel sub- hierarchy and work between the two is coordinated by frequent liaison. The organisation of generalists and specialists in separate hierarchies, with the policy and financial aspects of the work reserved exclusively for generalist administrators, has certain disadvantages such as slowinn down the process of decision making and management, generating inefficiency and preventing the specialists from exercising the full range of responsibilities normally associated with their professions.

W https://www.bdu.ac.in/cde/SLM/M.A.%20Public%20Administration/I%20Year/Paper%20-%205%20%20Public%2 ...

228/319 **SUBMITTED TEXT** 27 WORDS **87%** **MATCHING TEXT** 27 WORDS

the Rajasthan Government has appointed the Chief Engineer (PWD & BR) and the Director of Industries and Supplies ex-officio Additional Secretaries to the Government.

SA HC 2.3 - Major Issues in Indian Administrative System.pdf (D158855566)

229/319 **SUBMITTED TEXT** 113 WORDS **85%** **MATCHING TEXT** 113 WORDS

The present need is for more purposive development of professionalism inadministration. The base of such professionalism is not necessarily provided by a single specialty but a variety of backgrounds and disciplines. For example, the administrators ofprice policy must know in sufficient depth and detail all the economic implications of thatparticular measure. Hence, it becomes essential for the government to organise at the top anexpert layer of personnel, who though initially coming from either the generalist orspecialist background, would need to be developed into a professionally competent group inorder not merely to effectively execute 78 programmes but also to aid and advise the toppolitical executives in matters of important policies. 5.6

The present need obviously is for more purposive development of professionalism in administration. The base of such professionalism is not necessarily provided by a single speciality but a variety of backgrounds and disciplines. For example, the administrators of price-policy must know in sufficient depth and detail all the economic implications of that particular measure. Hence it becomes essential for the government to organise at the top an expert layer of personnel, who though initially coming from either the generalist or specialist background, would need to be developed into a professionally competent group in order not merely to effectively execute programmes but also to aid and advise the top political executives in matters of important policies.

W https://www.bdu.ac.in/cde/SLM/M.A.%20Public%20Administration/I%20Year/Paper%20-%205%20%20Public%2 ...

230/319 **SUBMITTED TEXT** 20 WORDS **82%** **MATCHING TEXT** 20 WORDS

There is no denying the fact that in their functional situations both technocrats and bureaucrats have important contributions to make.

There is no denying the fact that in their own functional situations both generalists and specialists have important contributions to make.

W https://www.bdu.ac.in/cde/SLM/M.A.%20Public%20Administration/I%20Year/Paper%20-%205%20%20Public%2 ...

231/319 **SUBMITTED TEXT** 29 WORDS **94%** **MATCHING TEXT** 29 WORDS

The partnership responsibility of the two groups in facing the new challenges underconditions of quickening socio-economic change is a necessary ingredient of national goal fulfillment. The necessity for

The partnership responsibility of the two groups in facing the new challenges under conditions of quickening socio-economic change is a necessary ingredient of national goal fulfillment. The necessity for

W https://www.bdu.ac.in/cde/SLM/M.A.%20Public%20Administration/I%20Year/Paper%20-%205%20%20Public%2 ...

232/319 **SUBMITTED TEXT** 14 WORDS **83%** **MATCHING TEXT** 14 WORDS

collaborative role of generalists and specialists is nowrecognised and accepted almost everywhere.

collaborative role of generalists and specialists is now recognised and accepted almost everywhere.

W https://www.bdu.ac.in/cde/SLM/M.A.%20Public%20Administration/I%20Year/Paper%20-%205%20%20Public%2 ...

233/319 **SUBMITTED TEXT** 29 WORDS **98%** **MATCHING TEXT** 29 WORDS

In 1961, two new Central Class I Services constituted the Indian Economic Service for the economists and the Indian Statistical Service for the Statisticians. All these services aim

SA HC 2.3 - Major Issues in Indian Administrative System.pdf (D158855566)

234/319 **SUBMITTED TEXT** 34 WORDS **82%** **MATCHING TEXT** 34 WORDS

jobs of technocrats cannot also be taken over by bureaucrats, for example, the functions of theChief of Army Staff cannot be taken over by a Secretary to a Government department. Thus,while, co-existence among

jobs of pure specialists cannot also be taken over by generalists, as for example, the functions of the Chief of Army Staff cannot be taken over by a Secretary to a Government department. Thus, while, co-existence among

W https://www.bdu.ac.in/cde/SLM/M.A.%20Public%20Administration/I%20Year/Paper%20-%205%20%20Public%2 ...

235/319 **SUBMITTED TEXT** 29 WORDS **84%** **MATCHING TEXT** 29 WORDS

has to be accepted as afundamental fact of administrative life, the real issue is in what fashion or in what structureor role the relationship should exist. 5.7

has to be accepted as a fundamental fact of administrative life, the real issue is in what fashion or in what structure or role the relationship should exist. 6.8.5.

W https://www.bdu.ac.in/cde/SLM/M.A.%20Public%20Administration/I%20Year/Paper%20-%205%20%20Public%2 ...

236/319 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

is one of the important problems of public administration. ? The

is one of the important problems of Public Administration. The

W https://www.bdu.ac.in/cde/SLM/M.A.%20Public%20Administration/I%20Year/Paper%20-%205%20%20Public%2 ...

237/319 **SUBMITTED TEXT** 24 WORDS **65%** **MATCHING TEXT** 24 WORDS

Specialist is generally a person who has special knowledge or skill in a specific field, for example. engineers, physicians, agriculturists, educationists, lawyers, etc.

SA HC 2.3 - Major Issues in Indian Administrative System.pdf (D158855566)

238/319 **SUBMITTED TEXT** 12 WORDS **95%** **MATCHING TEXT** 12 WORDS

Discuss the reasons for the controversy between the generalists and specialists

discuss the reasons responsible for the controversy between the generalists and specialists.

W https://www.bdu.ac.in/cde/SLM/M.A.%20Public%20Administration/I%20Year/Paper%20-%205%20%20Public%2 ...

239/319 **SUBMITTED TEXT** 43 WORDS **100%** **MATCHING TEXT** 43 WORDS

Subramanian, Malathi. (1987). Management of Public Administration: Patterns in the Generalist Vs. Specialist). Deputy Publications. 80

Subramanian, Malathi, 1987, Management of Public Administration (Patterns in the Generalist Vs. Specialist), Deputy Publications :

W https://www.bdu.ac.in/cde/SLM/M.A.%20Public%20Administration/I%20Year/Paper%20-%205%20%20Public%2 ...

240/319 **SUBMITTED TEXT** 22 WORDS **100%** **MATCHING TEXT** 22 WORDS

The Global Hunger Index (GHI) is a tool designed to comprehensively measure and track hunger at global, regional, and national levels...

The Global Hunger Index (GHI) is a tool designed to comprehensively measure and track hunger at global, regional, and national levels,

W https://www.globalhungerindex.org/about.html

241/319 **SUBMITTED TEXT** 53 WORDS **97%** **MATCHING TEXT** 53 WORDS

The GHI is designed to raise awareness and understanding of the struggle against hunger, provide a way to compare levels of hunger between countries and regions, and call attention to those areas of the world where hunger levels are highest and where the need for additional efforts to eliminate hunger is greatest" (

The GHI is intended to raise awareness and understanding of the struggle against hunger, provide a way to compare levels of hunger between countries and regions, and call attention to those areas of the world where hunger levels are highest and where the need for additional efforts to eliminate hunger is greatest.

W https://www.globalhungerindex.org/about.html

242/319 **SUBMITTED TEXT** 19 WORDS **69%** **MATCHING TEXT** 19 WORDS

who belongs to the managerial class is well versed with rules, regulations, and procedures of administration, and who

SA HC 2.3 - Major Issues in Indian Administrative System.pdf (D158855566)

243/319 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

Gases that trap heat in the atmosphere are called greenhouse gases',

Gases that trap heat in the atmosphere are called greenhouse gases.

W https://www.epa.gov/ghgemissions/overview-greenhouse-gases

244/319 **SUBMITTED TEXT** 25 WORDS **100%** **MATCHING TEXT** 25 WORDS

defined "sustainable development" as "development that meets the needs of the present without compromising the ability of future generations to meet their own needs" (

SA SC 2.2 - Development Administration.pdf (D158855399)

245/319 **SUBMITTED TEXT** 25 WORDS **100%** **MATCHING TEXT** 25 WORDS

defined "sustainable development" as "development that meets the needs of the present without compromising the ability of future generations to meet their own needs" (

SA SC 2.2 - Development Administration.pdf (D158855399)

246/319 **SUBMITTED TEXT** 87 WORDS **80%** **MATCHING TEXT** 87 WORDS

to be achieved by the year of 2030 (SDGs Booklet, undated): 1. No poverty 2. Zero hunger 3. Good health and well-being 4. Quality education 5. Gender equality 6. Clean water and sanitation 7. Affordable and clean energy 8. Decent work and economic growth 9. Industry, innovation and infrastructure 10. Reduced inequalities 11. Sustainable cities and communities 12. Responsible consumption and production 13. Climate action 14. Life below water 15. Life on land 16. Peace, justice and strong institutions 17. Partnership for the Goals

SA HC 2.3 - Major Issues in Indian Administrative System.pdf (D158855566)

247/319 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

Gases that trap heat in the atmosphere are called greenhouse gases',

Gases that trap heat in the atmosphere are called greenhouse gases.

W https://www.epa.gov/ghgemissions/overview-greenhouse-gases

248/319 **SUBMITTED TEXT** 1 WORDS **100%** **MATCHING TEXT** 1 WORDS

coronavirus-lockdown- effect-in-india-polution-free-sites-of-indian-cities-are-mesmerizing-dgtl-1.1140455?

Coronavirus Lockdown Effect in India: Polution Free Sites of Indian Cities Are Mesmerizing dgtl -

W https://www.anandabazar.com/photogallery/national/coronavirus-lockdown-effect-in-india-polution-f ...

249/319 **SUBMITTED TEXT** 62 WORDS **90%** **MATCHING TEXT** 62 WORDS

sustainable development: "No poverty; Zero hunger; Good health and well-being; Quality education; Gender equality; Clean water and sanitation; Affordable and clean energy; Decent work and economic growth; Industry, innovation and infrastructure; Reduced inequalities; Sustainable cities and communities; Responsible consumption and production; Climate 114 action; Life below water; Life on land; Peace, justice and strong institutions; Partnership for the Goals".

SA HC 2.3 - Major Issues in Indian Administrative System.pdf (D158855566)

250/319 **SUBMITTED TEXT** 29 WORDS **50%** **MATCHING TEXT** 29 WORDS

The Commission was set up by a Resolution of the Government of India, and thus is not rendered the position of a statutory body. Though the plans formulated

the Planning Commission was set up through a resolution of the Government of India. It is so not a statutory body and the plans formulated

W https://niilmuniversity.in/coursepack/humanities/Fundamental_of_Development_Administration.pdf

251/319 **SUBMITTED TEXT** 13 WORDS **87%** **MATCHING TEXT** 13 WORDS

The Prime Minister attends only the most important meetings of the Commission

the Prime Minister attends only the most significant meetings of the Commission

W https://niilmuniversity.in/coursepack/humanities/Fundamental_of_Development_Administration.pdf

252/319 **SUBMITTED TEXT** 32 WORDS **53%** **MATCHING TEXT** 32 WORDS

of the union legislature ensures that the Commission's proposals coming up before the Cabinet are viewed objectively. B. The Deputy Chairman- The position of the Deputy Chairman is a full-time

of the Commission which ensures that the Commission"s proposals coming up before the cabinet are viewed objectively. Deputy Chairman The day-to-day work of the Commission is looked after through a full-time

W https://niilmuniversity.in/coursepack/humanities/Fundamental_of_Development_Administration.pdf

253/319 **SUBMITTED TEXT** 18 WORDS **82%** **MATCHING TEXT** 18 WORDS

deputy Chairman has been usually a politician of standing belonging to the ruling party at the Centre.

Deputy Chairman who is usually a politician of standing belonging to the ruling party at the Centre.

W https://niilmuniversity.in/coursepack/humanities/Fundamental_of_Development_Administration.pdf

254/319 **SUBMITTED TEXT** 39 WORDS **71%** **MATCHING TEXT** 39 WORDS

there are two types of members, in addition to the Minister of State for Planning who is also an ex-officio member of the Planning Commission. There are certain full-time members. This list includes eminent public persons, administrators, economists

There are two types of members of the Planning Commission in addition to the Minister of State for Planning who is also an ex-officio member of the Commission. First, there are a few full-time members who are eminent public persons, administrators, economists

W https://niilmuniversity.in/coursepack/humanities/Fundamental_of_Development_Administration.pdf

255/319 **SUBMITTED TEXT** 19 WORDS **71%** **MATCHING TEXT** 19 WORDS

as a collective body. Each member deals individually with the technical and other aspects of his/her allotted subjects.

as a communal body. While each member individually deals with the technical and other characteristics of his/her allotted subjects,

W https://niilmuniversity.in/coursepack/humanities/Fundamental_of_Development_Administration.pdf

256/319 **SUBMITTED TEXT** 23 WORDS **61%** **MATCHING TEXT** 23 WORDS

the stages in which the Plan should be implemented and put forward the allocation of resources for the completion of every stage.

the stages in which the plan should be accepted and proposes the allocation of possessions for due completion of each stage;

W https://niilmuniversity.in/coursepack/humanities/Fundamental_of_Development_Administration.pdf

257/319 **SUBMITTED TEXT** 29 WORDS **43%** **MATCHING TEXT** 29 WORDS

in view of the prevailing social and political situation, becomes an important facet for the triumphant implementation of the Plan 150 ? Determining the kind of

in view of the current social and political situation, should be recognized for the successful execution of the plan; Determines the nature of

W https://niilmuniversity.in/coursepack/humanities/Fundamental_of_Development_Administration.pdf

258/319 **SUBMITTED TEXT** 23 WORDS **78%** **MATCHING TEXT** 23 WORDS

The Planning Commission consulted the Union ministries and the state governments while formulating five-year plans, and annual plans, and oversaw their implementation.

SA resubmit_bablugogogoi@gmail.com.docx (D153883518)

259/319 **SUBMITTED TEXT** 25 WORDS **52%** **MATCHING TEXT** 25 WORDS

the role of the Planning Commissionone has look at the tasks assigned to the government bythe Indian Constitution in its Directive Principles. Within the

The role of the Planning Commission is directly related to the economic and social tasks assigned to the government through the Indian Constitution in its Directive Principles. The

W https://niilmuniversity.in/coursepack/humanities/Fundamental_of_Development_Administration.pdf

260/319 **SUBMITTED TEXT** 14 WORDS **88%** **MATCHING TEXT** 14 WORDS

the successful execution of each stage of the Plan in all its aspects

SA resubmit_bablugogogoi@gmail.com.docx (D153883518)

261/319 **SUBMITTED TEXT** 21 WORDS **77%** **MATCHING TEXT** 21 WORDS

the state to secure citizens' rightto adequate means of livelihood and control the inequalities in the ownership of wealth and

the state to secure right to adequate means of livelihood for its citizens and control the inequalities in the ownership of wealth and

W https://niilmuniversity.in/coursepack/humanities/Fundamental_of_Development_Administration.pdf

262/319 **SUBMITTED TEXT** 36 WORDS **70%** **MATCHING TEXT** 36 WORDS

either for enabling the discharge of the duties assigned to a division or on a consideration of the existing economic conditions, current policies, measures and development programme or on a study of such specific problems

SA 05_planning and niti -comparing analysis.docx (D29506509)

263/319 **SUBMITTED TEXT** 18 WORDS **58%** **MATCHING TEXT** 18 WORDS

In addition to the above-mentioned functions, the Planning Commission has been entrusted withresponsibility in the following matters.

In addition to the functions referred to above, the Planning Commission has been entrusted with responsibility in respect of the following matters

W https://niilmuniversity.in/coursepack/humanities/Fundamental_of_Development_Administration.pdf

264/319 **SUBMITTED TEXT** 28 WORDS **45%** **MATCHING TEXT** 28 WORDS

of the Planning Commission of India? ? Discuss in details the functions of the Planning Commission? ? Explain the organizational structure of the Planning Commission? 1.10.

of the Planning Commission of India. The Prime Minister of the country is the chairman of the Planning Commission, and the first Chairman of the Planning Commission

W https://ddceutkal.ac.in/Syllabus/MA_PUB_ADD/Development_Administration.pdf

265/319 **SUBMITTED TEXT** 21 WORDS **91%** **MATCHING TEXT** 21 WORDS

development like Hill Area Development Programme; c) Perspective Planning; 151 d) Institute of Applied Manpower Research; and e)

SA Dissertation WFN.docx (D164020968)

266/319 **SUBMITTED TEXT** 31 WORDS **69%** **MATCHING TEXT** 31 WORDS

states and the members of the Planning Commission. However, there have been instances when other central ministers who are not members of the Planning Commission have attended the Council's meetings.

States and the members of the Planning Commission. other central ministers who are not members of the Planning Commission also have attended the Council"s meetings.

W https://niilmuniversity.in/coursepack/humanities/Fundamental_of_Development_Administration.pdf

267/319 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

outside experts have also been invited to the Council's meetings whenever

outside experts have also been invited to the Council"s meetings whenever

W https://niilmuniversity.in/coursepack/humanities/Fundamental_of_Development_Administration.pdf

268/319 **SUBMITTED TEXT** 14 WORDS **100%** **MATCHING TEXT** 14 WORDS

The secretary of the Planning Commission is also the secretary of the NDC.

The Secretary of the Planning Commission is also the Secretary of the NDC.

W https://niilmuniversity.in/coursepack/humanities/Fundamental_of_Development_Administration.pdf

269/319 **SUBMITTED TEXT** 20 WORDS **84%** **MATCHING TEXT** 20 WORDS

the National Development Council was set up by a proposal of the Cabinet Secretariat of the Government of India

SA Swayam Prabha- History-State and the Political Economy of Development- Economic Planning- Dr. Syl ... (D141677590)

270/319 **SUBMITTED TEXT** 15 WORDS **92%** **MATCHING TEXT** 15 WORDS

is required to meet at least twice a year, has sometimes met more often

is required to meet at least twice a year though it has sometimes met more often.

W https://niilmuniversity.in/coursepack/humanities/Fundamental_of_Development_Administration.pdf

271/319 **SUBMITTED TEXT** 18 WORDS **100%** **MATCHING TEXT** 18 WORDS

the approach paper to the Five-Year Plan, the draft Five Year Plan and the final Five-Year Plan.

the approach paper to the Five Year Plan, the draft Five Year Plan and the final Five Year Plan.

W https://niilmuniversity.in/coursepack/humanities/Fundamental_of_Development_Administration.pdf

272/319 **SUBMITTED TEXT** 14 WORDS **100%** **MATCHING TEXT** 14 WORDS

The Secretary of the Planning Commission is also the Secretary of the NDC

The Secretary of the Planning Commission is also the Secretary of the NDC.

W https://niilmuniversity.in/coursepack/humanities/Fundamental_of_Development_Administration.pdf

273/319 **SUBMITTED TEXT** 43 WORDS **96%** **MATCHING TEXT** 43 WORDS

in the country. Though the NDC is a non-statutory advisory body which makes recommendations to the Central and State governments, the very stature of the Council has ensured that these 'recommendations' have the prestige of directives which are usually followed and obeyed.

in the country. Though the NDC is a non-statutory advisory body which creates recommendations to the Central and State governments, the very stature of the Council has ensured that these 'recommendations" have the prestige of directives which are usually followed and obeyed.

W https://niilmuniversity.in/coursepack/humanities/Fundamental_of_Development_Administration.pdf

274/319 **SUBMITTED TEXT** 46 WORDS **86%** **MATCHING TEXT** 46 WORDS

to secure the active participation and cooperation of the people, improving the efficiency of the administrative services, ensuring the fullest development of the less advanced regions and sections of the community and, through sacrifice, borne equally, by all citizens, build up resources for national development.

to secure the active participation and cooperation of the people, improve the efficiency of the administrative services, ensure the fullest development of the less advanced regions and sections of the community and, through sacrifice borne equally through all citizens, build up possessions for national development.

W https://niilmuniversity.in/coursepack/humanities/Fundamental_of_Development_Administration.pdf

275/319 **SUBMITTED TEXT** 18 WORDS **100%** **MATCHING TEXT** 18 WORDS

to determine plan priorities of the state within the framework of the priorities of the national plan

To determine plan priorities of the state within the framework of the priorities of the National Plan •

W https://ddceutkal.ac.in/Syllabus/MA_PUB_ADD/Development_Administration.pdf

276/319 **SUBMITTED TEXT** 20 WORDS **55%** **MATCHING TEXT** 20 WORDS

important questions of social and economic policy affecting national development. e. The review of the working of the Plan

SA 05_planning and niti -comparing analysis.docx (D29506509)

277/319 **SUBMITTED TEXT** 110 WORDS **74%** **MATCHING TEXT** 110 WORDS

the power to formulate a plan for the most effective and balanced utilisation of the state's resources by determining the areas according to planned priorities. They define the stages in which the plan should be carried out, and propose the allocation of resources for due completion of each stage; indicate the factors, which tend to retard economic development, and determine the conditions, which in view of the current social and political situation should be created 167 for successful execution of the plan; determine the nature of the machinery, which will be necessary for securing the successful implementation of each stage of the plan in all its aspects;

SA resubmit_bablugogogoi@gmail.com.docx (D153883518)

278/319 **SUBMITTED TEXT** 16 WORDS **90%** **MATCHING TEXT** 16 WORDS

with the central working groups, the Planning Commission and the central ministries on the other

with the Central Working Groups, the Planning Commission and Central ministries on the other.

W https://niilmuniversity.in/coursepack/humanities/Fundamental_of_Development_Administration.pdf

279/319 **SUBMITTED TEXT** 17 WORDS **90%** **MATCHING TEXT** 17 WORDS

the state resources and formulate plans for the most effective and balanced utilization of these resources

the State resources and formulate plans for the most effective and balanced utilization of those resources •

W https://ddceutkal.ac.in/Syllabus/MA_PUB_ADD/Development_Administration.pdf

280/319 **SUBMITTED TEXT** 36 WORDS **81%** **MATCHING TEXT** 36 WORDS

plan priorities of the state within the framework of the priorities of the National Plan assistance is provided to district authorities in formulating their development plans within the sphere in which such planning is considered

plan priorities of the state within the framework of the priorities of the National Plan • To assist district authorities in formulating their development plans within the spheres in which such planning is considered

W https://ddceutkal.ac.in/Syllabus/MA_PUB_ADD/Development_Administration.pdf

281/319 **SUBMITTED TEXT** 32 WORDS **93%** **MATCHING TEXT** 32 WORDS

to appraise, from time to time, the progress achieved in the execution of each stage of the plan, and recommend the adjustments of policy and measures that may be necessary 3.3

SA resubmit_bablugogogoi@gmail.com.docx (D153883518)

282/319 **SUBMITTED TEXT** 13 WORDS **100%** **MATCHING TEXT** 13 WORDS

recommend such adjustments in policies and measures as the review may indicate.

recommend such adjustments in policies and measures as the review may indicate

W https://ddceutkal.ac.in/Syllabus/MA_PUB_ADD/Development_Administration.pdf

283/319 **SUBMITTED TEXT** 20 WORDS **71%** **MATCHING TEXT** 20 WORDS

to formulate development plans based on a scientific assessment of the available resources, and the growth priorities for the

to formulate development plans based on a scientific assessment of the resources of the state, and the growth priorities. The

W https://mis.alagappauniversity.ac.in/siteAdmin/dde-admin/uploads/4/PG_M.A._Socialogy_34943%20A%20 ...

284/319 **SUBMITTED TEXT** 30 WORDS **51%** **MATCHING TEXT** 30 WORDS

to enable the state government to formulate development plans based on scientific assessment of the state's resources and growth priorities. The board was also entrusted with the task of

to enable the state governments to formulate development plans based on a scientific assessment of the resources of the state, and the growth priorities. The boards were assigned the task of

W https://mis.alagappauniversity.ac.in/siteAdmin/dde-admin/uploads/4/PG_M.A._Socialogy_34943%20A%20 ...

285/319 **SUBMITTED TEXT** 62 WORDS **100%** **MATCHING TEXT** 62 WORDS

However, in 2014, the 65-year-old Planning Commission was dissolved and a think tank – NITI Aayog (National Institution for Transforming India) took its place. The NITI Aayog (National Institution for Transforming India), is a think tank of the Government of India established on 1 January 2015 as a Commission to give suggestions to the Governments at the central and state levels.

However, in 2014, the 65-year-old Planning Commission was dissolved and a think tank – NITI Aayog (National Institution for Transforming India) took its place. The NITI Aayog (National Institution for Transforming India), is a think tank of the Government of India established on 1 January 2015 as a Commission to give suggestions to the Governments at the central and state levels

W https://old.amu.ac.in/emp/studym/100015563.pdf

286/319 **SUBMITTED TEXT** 17 WORDS **79%** **MATCHING TEXT** 17 WORDS

the Planning Commission was the five-year plan for the economic development of the country. The 5-year

SA HC 2.3 - Major Issues in Indian Administrative System.pdf (D158855566)

287/319 **SUBMITTED TEXT** 51 WORDS **91%** **MATCHING TEXT** 51 WORDS

across the spectrum of key departments of policy/development process. The Prime Minister of India heads the Aayog as the Ex-officio Chairperson. Currently Suman Bery is the vice chairperson of the NITI. Further, it has some full-time as well as part-time members along with four Union Ministers serving as ex-officio members

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288/319 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

all State Chief Ministers and Lt. Governors of the Union Territories

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289/319 **SUBMITTED TEXT** 13 WORDS **87%** **MATCHING TEXT** 13 WORDS

for such a national agenda to the Centre and the individual States.

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290/319 **SUBMITTED TEXT** 20 WORDS **76%** **MATCHING TEXT** 20 WORDS

Additionally, there exists specific regional councils, and the Prime Minister can invite special invitees who are experts and specialists

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291/319 **SUBMITTED TEXT** 21 WORDS **90%** **MATCHING TEXT** 21 WORDS

policy dynamo, providing advice on strategic policy matters to the governments at the Centre and the States. Further, it includes

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292/319 **SUBMITTED TEXT** 15 WORDS **100%** **MATCHING TEXT** 15 WORDS

Aayog provides direction to the monitoring and evaluation (M & E) activities in India,

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293/319 **SUBMITTED TEXT** 17 WORDS **62%** **MATCHING TEXT** 17 WORDS

a group of people that the Government has entrusted the responsibility for formulating and regulating policies

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294/319 **SUBMITTED TEXT** 12 WORDS **90%** **MATCHING TEXT** 12 WORDS

NITI Aayog assists the Government in both social and economic issues

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295/319 **SUBMITTED TEXT** 15 WORDS **100%** **MATCHING TEXT** 15 WORDS

a body that actively monitors and evaluates the implementation of the Government's programs and

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296/319 **SUBMITTED TEXT** 16 WORDS **62%** **MATCHING TEXT** 16 WORDS

Ex-Officio membership: Maximum four from Union council of ministers to be nominated by Prime minister

Ex Officio members -Maximum of 4 members of the Union Council of Ministers to be nominated by the Prime Minister.

W https://old.amu.ac.in/emp/studym/100015563.pdf

297/319 **SUBMITTED TEXT** 20 WORDS **92%** **MATCHING TEXT** 20 WORDS

Chief Executive Officer: Appointed by Prime minister for a fixed tenure, in rank of Secretary to Government of India

Chief Executive Officer - appointed by the Prime Minister for a fixed tenure, in the rank of Secretary to the Government of India.

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298/319 **SUBMITTED TEXT** 14 WORDS **92%** **MATCHING TEXT** 14 WORDS

Governing Council: Chief Ministers of all states and Lt. Governors of Union Territories

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299/319 **SUBMITTED TEXT** 14 WORDS **100%** **MATCHING TEXT** 14 WORDS

Through structured support initiatives and mechanisms with the States on a continuous basis

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300/319 **SUBMITTED TEXT** 22 WORDS **78%** **MATCHING TEXT** 22 WORDS

in order to accelerate the implementation of development agenda. 183 10) Maintaining a state-of-the-art Resource Centre. Such a

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301/319 **SUBMITTED TEXT** 14 WORDS **100%** **MATCHING TEXT** 14 WORDS

by enabling States to have active participation in the formulation of national policy.

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302/319 **SUBMITTED TEXT** 17 WORDS **100%** **MATCHING TEXT** 17 WORDS

as well as achieving time-bound implementation of quantitative and qualitative targets. 2. Shared National Agenda •

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303/319 **SUBMITTED TEXT** 19 WORDS **80%** **MATCHING TEXT** 19 WORDS

State's Best Friend at the Centre 184 • Supporting the States in addressing their own challenges.

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304/319 **SUBMITTED TEXT** 16 WORDS **89%** **MATCHING TEXT** 16 WORDS

providing consultancy support. 4. Decentralized Planning • Restructure the planning process into a bottom-up model.

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305/319 **SUBMITTED TEXT** 15 WORDS **100%** **MATCHING TEXT** 15 WORDS

Vision & Scenario Planning • Design medium and long-term strategic frameworks across all sectors.

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306/319 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

external ideas and expertise into government policies and programmes through a

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307/319 **SUBMITTED TEXT** 58 WORDS **100%** **MATCHING TEXT** 58 WORDS

best practices on good governance, through a Resource Centre which identifies, analyses, shares and facilitates replication of the same. 8. Harmonization • Facilitate harmonization of actions across different layers of government through communication, coordination, collaboration, and convergence amongst all stakeholders. The emphasis will be on bringing all together on an integrated and holistic approach to development. 10.

best practices on good governance, through a Resource Centre which identifies, analyses, shares and facilitates replication of the same. 8. Harmonization • Facilitate harmonization of actions across different layers of government through communication, coordination, collaboration and convergence amongst all stakeholders. The emphasis will be on bringing all together on an integrated and holistic approach to development. 9.

W https://old.amu.ac.in/emp/studym/100015563.pdf

308/319 **SUBMITTED TEXT** 17 WORDS **100%** **MATCHING TEXT** 17 WORDS

This would entail being Government's link to the outside world. 7. Knowledge and Innovation hub •

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309/319 **SUBMITTED TEXT** 18 WORDS **90%** **MATCHING TEXT** 18 WORDS

government in benchmarking with latest global trends and providing managerial and technical knowhow. 13. Monitoring and Evaluation

government, benchmarking with latest global trends and providing managerial and technical knowhow. 13. Monitoring and Evaluation 7 .....

W https://old.amu.ac.in/emp/studym/100015563.pdf

310/319 **SUBMITTED TEXT** 26 WORDS **92%** **MATCHING TEXT** 26 WORDS

Coordinating interface with the World 185 • Being the nodal point for strategically harnessing global expertise and resources from multilateral platforms, nations etc

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311/319 **SUBMITTED TEXT** 33 WORDS **100%** **MATCHING TEXT** 33 WORDS

Internal Consultancy • Offer an internal consultancy function to central and state governments on policy and program design, specialised skills such as structuring and executing Public Private Partnerships. 12. Capacity building •

SA HC 2.3 - Major Issues in Indian Administrative System.pdf (D158855566)

312/319 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

develop mechanisms to formulate credible plans at the village level

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313/319 **SUBMITTED TEXT** 24 WORDS **100%** **MATCHING TEXT** 24 WORDS

To pay special attention to the sections of our society that may be at risk of not benefitting adequately from economic progress. ?

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314/319 **SUBMITTED TEXT** 98 WORDS **96%** **MATCHING TEXT** 98 WORDS

To provide advice and encourage partnerships between key stakeholders and national and international like-minded Think Tanks, as well as educational and policy research institutions. ? To create a knowledge, innovation, and entrepreneurial support system through a collaborative community of national and international experts, practitioners and other partners. ? To offer a platform for resolution of inter-sectoral and inter-departmental issues to accelerate the implementation of the development agenda. ? To maintain a state-of-the-art Resource Centre, be a repository of research on good governance and best practices in sustainable and equitable development as well as help their dissemination to

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315/319 **SUBMITTED TEXT** 19 WORDS **83%** **MATCHING TEXT** 19 WORDS

is increasingly being recognised as one of the most important elements of financial stabilization in the rural areas

is increasingly being recognised as one of the most important elements of credit linkage in the rural areas. •

W https://www.drishtiias.com/to-the-points/Paper2/self-help-groups-shgs

316/319	SUBMITTED TEXT	22 WORDS	78%	MATCHING TEXT	22 WORDS

in the development agenda. The help in accessing credit to the poor and thus, play a critical role in poverty alleviation

in the rural areas. • They help in accessing credit to the poor and thus, play a critical role in poverty alleviation. •

W https://www.drishtiias.com/to-the-points/Paper2/self-help-groups-shgs

317/319	SUBMITTED TEXT	46 WORDS	87%	MATCHING TEXT	46 WORDS

They also help to build social capital among the poor, especially women. This has empowered women and given them greater voice in the society.Financial independence through self-employment has many externalities such as improved literacy levels, better health care and even better family planning. Functions of

They also help to build social capital among the poor, especially women. This empowers women and gives them greater voice in the society. • Financial independence through self-employment has many externalities such as improved literacy levels, better health care and even better family planning. Genesis of

W https://www.drishtiias.com/to-the-points/Paper2/self-help-groups-shgs

318/319	SUBMITTED TEXT	120 WORDS	99%	MATCHING TEXT	120 WORDS

It looks to build the functional capacity of the poor and the marginalized in the field of employment and income generating activities. ? It resolves conflicts through collective leadership and mutual discussion. ? It provides collateral free loan with terms decided by the group at the market driven rates. 196 ? Such groups work as a collective guarantee system for members who propose to borrow from organised sources. The poor collect their savings and save it in banks. In return they receive easy access to loans with a small rate of interest to start their micro unit enterprise. ? Self-Help Groups have emerged as the most effective mechanism for delivery of microfinance services to the poor. 5.6.

It looks to build the functional capacity of the poor and the marginalized in the field of employment and income generating activities. • It resolves conflicts through collective leadership and mutual discussion. • It provides collateral free loan with terms decided by the group at the market driven rates. • Such groups work as a collective guarantee system for members who propose to borrow from organised sources. The poor collect their savings and save it in banks. In return they receive easy access to loans with a small rate of interest to start their micro unit enterprise. • Consequently, Self-Help Groups have emerged as the most effective mechanism for delivery of microfinance services to the poor.

W https://www.drishtiias.com/to-the-points/Paper2/self-help-groups-shgs

319/319	SUBMITTED TEXT	29 WORDS	100%	MATCHING TEXT	29 WORDS

Any plan for social and economic regeneration should take into account the services rendered by these agencies and the state should give them maximum cooperation in strengthening their

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PREFACE In a bid to standardize higher education in the country, the University Grants Commission (UGC) has introduced Choice Based Credit System (CBCS) based on five types of courses viz. core, discipline specific, generic elective, ability and skill enhancement for graduate students of all programmes at Honours level. This brings in the semester pattern, which finds efficacy in sync with credit system, credit transfer, comprehensive continuous assessments and a graded pattern of evaluation. The objective is to offer learners ample flexibility to choose from a wide gamut of courses, as also to provide them lateral mobility between various educational institutions in the country where they can carry their acquired credits. I am happy to note that the University has been recently accredited by National Assessment and Accreditation Council of India (NAAC) with grade ''A''. UGC (Open and Distance Learning Programmes and Online Programmes) Regulations, 2020 have mandated compliance with CBCS for UG programmes for all the HEIs in this mode. Welcoming this paradigm shift in higher education, Netaji Subhas Open University (NSOU) has resolved to adopt CBCS from the academic session 2021- 22 at the Under Graduate Degree Programme level. The present syllabus, framed in the spirit of syllabi recommended by UGC, lays due stress on all aspects envisaged in the curricular framework of the apex body on higher education. It will be imparted to learners over the six semesters of the Programme. Self Learning Materials (SLMs) are the mainstay of Student Support Services (SSS) of an Open University. From a logistic point of view, NSOU has embarked upon CBCS presently with SLMs in English / Bengali. Eventually, the English version SLMs will be translated into Bengali too, for the benefit of learners. As always, all of our teaching faculties contributed in this process. In addition to this we have also requisitioned the services of best academics in each domain in preparation of the new SLMs. I am sure they will be of commendable academic support. We look forward to proactive feedback from all stakeholders who will participate in the teaching-learning based on these study materials. It has been a very challenging task well executed, and I congratulate all concerned in the preparation of these SLMs. I wish the venture a grand success. Professor (Dr.) Ranjan Chakrabarti Vice-Chancellor

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Netaji Subhas Open University Under Graduate Degree Programme Choice Based Credit System (CBCS) Subject: Honours in Public Administration (HPA) Urban Local Government Course Code: CC-PA-07 CONTENTS Block I Introduction .....1- 30 Block II Origin and Growth of Urban Local Government in India .....31-89 Block III Organization and Structure .....90- 114 Block IV Local Government Finance .....115 - 168

1 CC:VII Urban Local Government Block-I Introduction Unit-I Rationale and Necessity of Local Government 1.0 Stucture 1.1Learning Objectives 1.2 Introduction 1.3Definition of Local Government 1.4 Features of Local Government 1.5 Local Government and Local Self Government 1.6 Significance of Local Government 1.7 Conclusion 1.8 Summary 1.9 Glossary 1.10 Model Questions 1.11References 1.1 Learning Objectives Local Government as a concept is not a new one. Its existence is as old as civilization. Local governments can fulfill the needs of the locals. The success of local government depends on how well we can use it to reach our interest. So we have to learn about local government for the betterment of us as well as our society. By reading this unit we can understand- ● The meaning of Local Government. ● Difference between local government and local-self government. And ● Importance of local government. 1.2 Introduction The concept of local Government is not new in India. It is as old as civilization. In India it has been

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found in the Vedas, in the epics of Ramayana and Mahabharata, Manu Smriti and in the

famous novel called Arthashastra written by Kautilya. Local government was formed to solve the problems of the citizens and maintain the rule of law. Every state wants to reach the goal of their socio-economic and political development. Hence local government plays a crucial role to achieve this. At present, local governments in almost all countries have legal legitimacy.
2 In India there are three tier systems of government, these are union government, state government and local government. Local Government was included in the Indian Constitution in 1992 through the 73rd and 74th amendment act. It operates at both urban (Urban Local Government) and rural level (Rural Local Government). Urban local government consists of institutions like Municipal Corporation, Municipality and Nagar Panchayat and Rural local government consists of institutions such as Gram Panchayat, Panchayat Samiti and Zilla Parishad. Local government is the basic unit of people's participation and governance. It fulfills the basic needs of citizens as well as the society. Local government gives lessons of political consciousness and political socialization which developed the possibilities of successful democracy. Institutions of the local government ensure devolution of power from central level to grass root level for betterment of government services. Citizens cultivate cooperative common interests through the local government. Local government's institutions play a crucial role in the process of democratic decentralized governance. It provides the opportunities for people to participate in governance, developmental policies and decision making processes. It gives an important stage to the rustic people to analyze their problems and emphasis on the responsible and effective local government for the enjoyment of political rights. 1.3 Definition of Local Government Local government has been defined in various ways. According to L. Golding "

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Local Government as the management of their affairs by the people of locality". To Harris, local government is "A

government of the people themselves through freely elected representatives". John J Clarke said that "

100% **MATCHING BLOCK 2/321** **W**

Local government appears to be that part of the government of a nation or state which deals mainly with such matters as concern the inhabitants of

a particular
district
or place." According to K. Venkatarangaiya "

97% **MATCHING BLOCK 3/321** **W**

Local government is the administration of a locality-a village, a city or any other area smaller than the state-by a body representing the local inhabitants, possessing a fairly large amount of autonomy, raising at least a part of its revenue through local taxation and spending its income on services which are regarded as local and, therefore, distinct from State and Central

Services". R.N Prasad in his book 'Urban Self Government in India' has given a more satisfying definition of local government. In his words "Local Government means a system of territorial units with defined boundaries, a legal entity, institutional structure, powers and duties laid down in general and special statutes and a degree of financial and administrative autonomy". A local government is a locally elected administrative unit or administrative structure. This administrative structure is usually elected by local citizens and it solves the problems of the local
3 citizens and adopts the best possible policies for the development. The local government has to be accountable to the local citizens for all its developmental activities. However, the responsibility of implementing various central or state projects is vested in local governments. In this connection, the local government also has to be accountable to the central and state governments. People also get various services from our local government such as drinking water supply, drainage system, roads, garbage cleaning, electricity. It also entertains us by developing parks, playgrounds, tourist attractions,etc. Generally local governments have their own sources of income such as property tax, tax on services etc. In view of the above discussion, we can say that different experts have discussed local government in different ways. It is very difficult to find a universal definition of local government because the nature, powers, functions and structure of local government vary from country to country. 1.4 Features of Local Government From the above definitions, we find some features of local government very easily. The features of local government mentioned below:- ● Local government is a smaller unit with defined area determined by the state or central government. The area of local government can be changed by legislation. ● Local government administration is operated by a body of persons who are directly elected by the citizens belonging in that defined area. ● The primary function of local government is to provide basic amenities to the citizens and the nature of its functions is developmental. ● Local government has limited power to make laws and its enforcement. ● Local government has its own income source. ● Local government's institution is directly accountable to the local citizens for their every action. ● Local governments ensure the participation of the local citizens in the decision making process for their own needs. 1.5 Local Government and Local Self Government Concepts of local government differ from country to country. Various scholars call it 'Local Government' and some scholars call it 'Local Self Government'. The term Local Self Government was used to refer to local government in our country during colonial rule. Pardeep Sachdeva in his book 'Local Government in India' stated that ''the term

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local self government has been used in those countries which were under colonial rule. For instance, in our 4 country, the term originated when the country was ruled by the British and we did not have any self-government at the central and provincial levels. After the British government decided to associate us in administering local affairs, it meant a slice of self-government for the people. Hence the term 'local self-government' was meaningful at that time. But now the word 'Self' has become redundant as the country enjoys self rule at all

levels." 1.6 Significance/Necessity of Local Government We can guess the rationale and necessity of local government already in the definition and characteristics of local government. However, if we discuss how the local government affects us, its necessity and rationale will be very clear. Local government serves two purposes. The first one is for administrative purposes and the other one is to ensure citizens participation in the decision making process in determining specific local public needs. Democratic rights can be extended to the masses through local government systems. Through this system decentralization is effected and the way is paved for the full development of each individual's personality. The importance of local government institutions as educational centers of democratic thinking is immense. Local governments ensure the environment in which every individual can enjoy their liberty. According to A. Tocqueville " Without Local institutions a nation may give itself a government, but it has not got the spirit of liberty".Mahatma Gandhi rightly said "
Indian

93% **MATCHING BLOCK 5/321** **W**

Independence must begin at the bottom. thus , every village will be a republic, ... having full powers".

Pandit Jawaharlal Nehru addressed a conference of Ministers of the Department of Provincial

79% **MATCHING BLOCK 10/321** **SA** Smriti_Thesis_Full_Paper_for_checking.pdf (D47315443)

Local Government in 1948 that "Local Self Government is not and must be the basis of any true system of democracy. We have got rather into the habit of thinking democracy at the top and not so much below. Democracy at the top may not be a success unless you build on its foundation from below." The

rationale and necessity of local government is debated from various angles. Some important aspects are discussed below:- 1.6.1 Instrument for Political Participation Local government firmly establishes local democracy. Local government allows the citizens of the local area to participate in the decision-making process. The presence of local government allows people to participate in the political process .Local government institutions develop the civic consciousness of the citizens and enrich the administrative experience. Through local government's institutions, local people get an opportunity to take initiative in law-making and administrative activities. As a result, citizens' political consciousness, responsibility, administrative competence etc. increase.

5 The mindset of participation in government activities is developed among the local people. As a result, the foundations of democracy are strengthened and the success of democracy is assured. H. J. Laski in his famous book 'Grammar of Politics' rightly said that "The institution of local government is educative in perhaps a highest degree at least contingently than any other part of government. And it must be remembered that there is no other way of bringing the mass of citizens into intimate contact with persons responsible for decisions." 1.6.2 Instrument for Political Education Local government plays a crucial role as a source of political education for common people. In general, political education of the people means that the people will be aware of the political and administrative experience at the local level. Since local representative government is closest to the people, direct experience of the structure and functioning of this government is possible. Local government makes people aware of their political rights and duties. Through local government, people get a fair idea of how to vote in elections, and how to make policies on matters of public interest. Also, through participation in local politics, people become aware of national politics and world politics. Thats why, local government plays an important role in the political education of citizens. Getting involved in local government activities, citizens learn a basic education for national or state level politics. 1.6.3 Instrument for Political Socialization Local government is established on the principle of democratic decentralization. Participation and initiatives of local people are ensured at the lowest level of administration through local government. As a result, political socialization of local citizens is possible. Political activities of political parties and groups revolve around local government. Every political party strives to spread its political ideas as much as possible among the citizens. As a result of all these political activities the process of political socialization of the masses is accelerated. 1.6.4 Instrument for Political Leadership Dr. Biswanath Chakraborty elaborates very well with statistics on how local government is regarded as a training ground for political leaders. Local government acts as a training ground for developing the future political leaders of the state. For this reason some have characterized local government as the 'political Industry' of building leaders. In countries where local government is well-established and has a long tradition of local government, a large proportion of national politicians come from local government experience.

6 For example, many members of the United States Legislature come after local government experience. In 1954, a survey found that 11 out of 31 governors in the United States had local government experience. A similar survey in 1955 found that 33 of the United States senators had local government experience. In addition, 29 percent of the members of the United States House of Representatives have local government experience. In Britain and other European countries, participation in local government activities is considered a training ground for going to the central legislature. A survey from 1945 to 1950 found that 56 per cent of the Labor party and 25 percent of Conservative and Liberal parties in Britain's House of Commons had local government experience. In India, both before and after independence, local governments have served as training grounds for the making of national politicians. Examples include Subhash Chandra Bose, Jawaharlal Nehru, Vallabhbhai Patel, Sarojini Naidu, who have emerged as national politicians with local government experience. 1.6.5 Instrument for Political Accountability Since local government is directly elected by local citizens, local government is accountable to the public for its performance. As the local government is closest to the people, the people are able to question the functioning of the government and solve any problem collectively. Since local residents can participate in the decision-making process of local government, they are also responsible for the performance of local government. 1.6.6 Instrument for Socio-economic Development Most modern states are large and populous. The problems of all these states are very complex. It is not possible for the central government or state government to solve all the problems timely. Central government is mostly busy with national issues. State governments are also engaged in dealing with provincial problems. Neither central nor state governments can give due attention to local problems. Through local government institutions it is possible to give proper attention to local socio-economic issues and provide necessary solutions. 1.6.7 Instrument for Decentralized Administration A decentralized administrative structure is made possible through the establishment of local governments. Only the local government understands the problems of local citizens best.Development of local areas can be managed by the local government much more efficiently than the central government or the state government.

7 1.6.8 Instrument for National Integration Local government has a special role as an instrument of national integration of the state. In a state like India with ethnic, tribal, linguistic and religious diversity, the local government has a special role to play in integrating various ethnic and tribal groups into the political process. Local government helps to engage people from different groups in political activities. Only a small number of people can join the national politics. In this case, the local government creates opportunities for a large number of people to participate in the political process. The more people have access to the political system, the more stable a country's political system is. Many experts believe that if the local government can be given the opportunity to operate independently, it will not only ensure the harmonious development of various regional entities in India, but will also strengthen national unity. 1.7 Conclusion The importance of local self-governance in making a democratic system successful and viable is undeniable. Democracy is paved when citizens actively participate in political and administrative activities in maximum numbers. Local government ensures the political participation of the people. The presence of a successful local government is instrumental in the overall development of a country. 1.8 Summary Local government is a government with defined areas operated by elected representatives and it is accountable to the citizens for their functions. The function of local government is to provide services to the citizens. by local government local citizens can participate in the governing process and collectively achieve their common interest. Besides this, local governments implement policies of the central or state government. It is the people's nearest government by which people can solve their problems collectively. It has limited power to make laws and it has its own source of income. Local government ensures the citizen's participation in the decision making process of local governance, ensures political education and political socialization of the masses. It is also used as an instrument for making political leadership and political accountability as well. Local government is also considered as an instrument for national integration and its prime goal is to socio economic development of the citizen as well as the state. 1.9 Glossary Local Government- A government in a particular village or town or city by an elected representative who lives in that particular village or town or city. Rural Local Government- Local government in village areas. Urban Local government- Local Government in town or city areas. Democracy- A political system by whole citizens of a state through elected representatives.

8 Decentralized Governance- A system where power or responsibilities or activities of the government transfer from central level to local administration. Political Participation- Participation of people in the governing process. Political Socialization- The process by which a person integrates with the political culture of the society, gains knowledge of the political values, ideals, and beliefs of the society and acquires a social and political nature. Accountability- The condition of being accountable or responsible. 1.10 Model Questions Long questions ➔ Discuss the meaning and characteristics of local government. ➔ write a note on the necessity of local government. ➔ What is the rationale behind the establishment of local government? Short Questions ➔ How do you define local government? ➔ Write a short note on local government. ➔ What Are the Differences between Local Government and Local-Self Government? ➔ What is the role of local government in political participation and political socialization? ➔ 'Local government is the training ground of future political leaders'-explain it. ➔ What is the role of local government in the expansion of political education? 1.11 References 1. S.R. Maheshwari, Indian Administration, Orient BlackSwan,New Delhi, 2013. 2. L. Golding, Local government. London: Hodder & Stoughton, 1975 3. Harris, G.M. Comparative local government. London: oxford, 1948 4. John.J. Clarke, Local Government of the United Kingdom. London:1948 5. P. Sachdeva, Local Government in India. Noida: Pearson, 2011 6. R.N. Prasad,Urban Local Self Government in India. New Delhi:Mittal Publication, 2006 7. Chakraborty, Biswanath: People's Participation in West Bengal Panchayat System, Kolkata, Mitram, 2008.

9 Unit-II Approaches to the Study of Local Government 2.0 Structure 2.1Learning Objectives 2.2 Introduction 2.3 Liberal Approach 2.4 Marxist Approach 2.5 Gandhian Approach 2.6 Public Choice Approach 2.7 Conclusion 2.8 Summary 2.9 Keywords 2.10Model Questions 2.11References 2.1Learning Objectives In order to have a comprehensive understanding of local government, it is necessary to know how various theorists have described it. By reading this unit we will learn about various approaches in the discussion of local government. Here every approach has been discussed separately. 2.2 Introduction We have already observed that there is no specific definition of local government. Because its nature and functions differ from country to country. Therefore, no specific theory of local government has been developed. Theoretical discussions about local government are limited. However, we get the concept of local government from the discussion of some theorists of different genres. They presented different approaches to local government. These are- ● Liberal Approach ● Marxist Approach ● Gandhian Approach ● Public Choice Approach 2.3 Liberal Approach The primary objective of liberalism is to establish individual liberty. Although John Locke was the first to talk about liberalism, we can find discussion of the liberal approach of local

10 government in the writings of J S Mill, Lord Bryce, Alexis de Tocqueville etc. Political liberty has always been important in the discussion of liberalism. Individual freedom is achieved only through the enjoyment of political rights of the individual. And here comes the idea of decentralization. Decentralization of state power is possible through local government. According to the liberal approach, local government is shown as a means of providing public services. Liberals wanted to frame local government in the context of national politics as well as questions of local development. In liberal approach, the positive aspect of liberty is defined as participation in the governing process and local government makes it possible. Because people's participation through local government is the driving force behind democratic decentralization. According to the liberal approach, local government is the government by which the people are educated in democratic ideals of civil rights, their duties as citizens in the society, so that future leaders can be created from society and the liberty of the people can be protected. 2.3.1 J.S Mill on Local Government According to J.S Mill, Representative government is the best form of government. Because only a representative government can highlight the problems of the citizens and ensure its solution. He discussed local government in the light of representative government. According to him, through local government the maximum number of citizens can be represented in the process of governing. In general, the local government creates a positive environment in which citizens can enjoy their liberty. In his book 'Representative Government' argued that the national government is always busy with national issues. For this reason the national government can't look after the local issues. Local government is the government of the local residents. According to him Local government is required to solve all local issues. He also analyzed the need for local government in the context of political education. Local government is the greatest instrument of political education of the people. By participating in local government decision-making processes, people have the opportunity to apply their experiences at the national level. 2.3.2 Alexis de Tocqueville on Local Government Alexis de Tocqueville is one of the authors of the Liberalism approach to local government discourse. The French government sent Alexis de Tocqueville to study in America in 1831. Although his job was officially to review prisons. During his nine-month journey, he was particularly impressed by American civic culture.
11 We find his view on local government in his famous book 'Democracy in America'. In this book he writes "The village or township is the only association which is so perfectly natural that wherever a number of men are collected it seems to constitute itself. The town, or tithing, as the smallest division of a community, must necessarily exist in all nations..." he also added "....local assemblies of citizens constitute the strength of free nations.

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Town-meetings are to liberty what primary schools are to science; they bring it within the people's reach, they teach men how to use and how to enjoy it.

A nation may establish a system of free government, but without the spirit of municipal institutions it cannot have the spirit of liberty." Regarding local government, Tocqueville states that the political life of a citizen begins with the process of urban life. He observes that small towns in the United States are like a state. Power came from these cities or towns. That is, the main power was in the hands of the cities, the state did not leave its power in the hands of the city, but the state was created by taking power from the city. The city administration enjoys complete independence. But when the affairs of the country were presented, the cities willingly accepted the authority of the state. According to him, this was possible because of balance in the entire political process. According to Tocqueville American's democracy lies in the 'Town Spirit'. Urban cohesion is the bedrock of American democracy. In his discussion on local government, we find that the collaboration between local and central government, role of local government for public well being, political participation in local government, civic consciousness. 2.4 Marxist Approach Marxist approach to local government discourse is an alternative approach to liberalism. Although neither Marx nor Engels gave a theory about local government, they discussed local government in the context of socialism. Marxists begin their discussion with a critique of the liberal capitalist state and from here the local government discussion started. According to Marxist approach the nature of local government in a capitalist system is purely capitalist in nature. In a class-based society, local government functions only to protect the interests of the capitalist class. The Second Congress of the Communist International stated that "It is no different with the local government institutions of the bourgeoisie, which it is theoretically incorrect to counterpose to the state organs. In reality they are similar apparatuses of the state machine of the bourgeoisie, which must be destroyed by the revolutionary proletariat and replaced by local soviets of workers' deputies". The nature of local government in a socialist state is reflected in Marx's writings. According to him, after the removal of capitalism, the bureaucracy should be destroyed and communes should
12 be established at the local level. The members of the commune will be elected by the people. This suggests that the devolution of power to civil society at the local level. This will be more understandable if we describe the nature of local government in the Soviet Union. In the Soviet Union Local government representatives were elected by the citizens and were responsible for managing the development of the local area. Each local administrative unit had a functional area and the local administrative units were governed by the principle of democratic centralism. The local government units worked closely with the Communist Party. Local government was run as a functional unit under the direction of the Communist Party. These units of local government could give feedback to the Communist Party leadership and the government, but were bound to follow the instructions of the higher level of the party or the government according to the principle of democratic centralism. Another Marxist writer who conceptualized local government was Cynthia Cockburn in her book 'The Local State'. According to Jong Soo Lee, Cockburn explained

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local government as being a relatively autonomous instrument of class domination. Accordingly, the main point is placed on the 'structural' context of 'local' government. Local government is not concerned as an issue about organization, but with reference to core theoretical concerns derived from Marxist theories about the state, class relations and policy-making.

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its basic role is 'continually to reproduce the conditions within which capitalist accumulation can take place. The capitalist state is charged with securing the conditions favorable to capital accumulation as a whole and in the long term. 2.5

Gandhian Approach Mahatma Gandhi is one of the architects of local government in India. His approach towards local government is most relevant. From his concept of Gram-Swaraj we get the concept of local government. Mahatma Gandhi described his ideal village that "

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An ideal Indian village will be so constructed as to lend itself to perfect sanitation. It will have cottages with sufficient light and ventilation built of a material obtainable within a radius of five miles of it. The cottages will have courtyards enabling householders to plant vegetables for domestic use and to house their cattle. The village lanes and streets will be free of all avoidable dust. It will have wells according to its needs and accessible to all. It will have houses of worship for all, also a common meeting place, a village common for grazing its cattle, a co-operative dairy, primary and secondary schools in which industrial education will be the central fact, and it will have Panchayats for settling disputes. It will produce its own grains, vegetables and fruit, and its own Khadi. This is roughly my idea of a model village...

I am convinced that the villagers

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can, under intelligent guidance, double the village income as distinguished from individual income. There are in our villages' inexhaustible resources not for commercial purposes in every case but certainly for local purposes in almost every case. The greatest tragedy is the hopeless unwillingness of the villagers to better their lot." 13

He envisioned a village where all the inhabitants would be self-reliant and they would all work together to manage the village. He very much emphasized on decentralized governance rather than authority to establish self-rule. He wanted to establish Gram-Swaraj through the establishment of Panchayat. Village assemblies are the key of Gandhi's concept of Gram-Swaraj. To him this village assembly will have its own decision-making power and the power to implement the decisions. The village assembly will play a positive role in creating brotherhood among the local people. Instead of a centralized system, Mahatma Gandhi wanted to create a systematic anarchy where the role of the state would be minimal. He introduced the idea of swaraj to establish the sovereignty of the individual instead of state authority. In his Gram-Swaraj the individual would manage his own governance. 2.6 Public Choice Approach The public-choice approach emerged in the early 1960s. The supporters of the public choice approach are James Buchanan, Gordon Tullock, William A. Niskanen, and William C. Mitchell. According to Bidyut Chakraborty, Public choice theory is a method to study the decisional processes for the allocation of scarce resources in the society. It lays emphasis on the element of choice, with the citizen in the role of consumer. It is in favour of the citizen's choice in the provision of public goods and services. The advocates of this approach assume that the individual can make rational decisions about his needs and demands. An individual will act in accordance with his self-interest in order to maximize his decesion. According to the Public Choice approach, the market is a key factor for providing services and goods to the citizens. The prime objective of the public choice approach is to reduce social responsibility of the state. This approach promotes decentralization of power, privatization, maximizing the role of market, and debureaucratization. The supporters of the public choice approach criticize the present structure of the local government and want massive reform. Like the national government, local governments are also struggling through corruption, inefficiency, lack of transparency etc.The public choice approach always supports private initiatives. If the management of local government is entrusted to the appropriate private player on the basis of contract, the competition between different private organizations will increase. As a result, efficiency in local government operations will increase and corruption will also be avoided. 2.7 Conclusion From the above discussion it can be stated that liberal approach in the study of local government is a widely accepted approach in the world. Marxixt model of local government was mostly seen in the socialist state like USSR. The Gandhian ideal concept of local government is the base of the Indian model

14 of local government. The autonomy of the villages that Mahatma Gandhi talked about was not implemented in reality. The local government of India is directly or indirectly accountable to local citizens, state government and central government. The process of privatization in terms of local government services and goods are happening but the role of the state in the socio economic development of the citizens can not be ignored. Local government is responsible for the development of the rustic people. It is the instrument of the marginalized people for their upliftment. 2.8 Summary Although it is very hard to find a universal definition of local government, there is no specific approach in the study of local government. We have found the concept of local government from the various writers of different genres. There are four approaches in local government study. These are Liberal Approach, Marxist Approach, Gandhian Approach and Public Choice Approach. The chief exponent of liberal approach are J.S Mill and Alexis de Tocqueville. According to their perspective, local government is the means for protecting civil rights, individual rights, making future political leaders, public well being, political participation in local government, civic consciousness. Marxist perspective on local government is different. They argued that in a capitalist state, local governments work for the interest of the owner class or capitalist. In a Socialist state, the local government runs as a functional unit under the direction of the Communist Party. The public choice approach promotes privatization. The supporters of the public choice approach want to create a competitive environment where citizens have multiple choices. It increases the transparency and efficiency in the local government. 2.9 Glossary Liberalism- A political philosophy which promotes individual liberty and civil rights. Decentralization- Transfer of responsibility or activity or power from top to bottom of an organization or governmental institutions. Representative Government- A government which is formed by elected representatives. Civic Culture- a culture which implies acceptance of the authority of the states and belief in participation in civic duties by the people. Socialism- A political philosophy which promotes Social ownership of the means of production and a co- operative management of the economy. Gram-Swaraj- Autonomy of village Privatization- The policy of transferring publicly owned assets, organizations or companies to private ownership. Debureaucratization- A process in which dependency on bureaucrats decreases.

15 2.10 Model Questions Long Questions ➔ Discuss the liberal approach in the study of local government. ➔ Write a note on Gandhian conception of local government ➔ How did Marxist approach describe local government? ➔ Which approach has gained the most acceptance in the study of local government? Justify your answer Short Questions ➔ Write a short note on the Public Choice approach in the study of local government. ➔ How did J.S Mill describe the local government? ➔ What was Alexis de Tocqueville's idea about local government? ➔ Write a short note on Mahatma Gandhi's 'Gram-Swaraj'. ➔ How did Cynthia Cockburn describe local government? 2.11 References 1. P. Sachdeva, Local Government in India. Noida: Pearson, 2011 2. R.N. Prasad,Urban Local Self Government in India. New Delhi:Mittal Publication, 2006 3. Lenin, V. (no date) The Communist international[1], The Second Congress of the Communist International. Available at:https://www.marxists.org/archive/lenin/works/1920/jul/x03.htm (Accessed: October 22, 2022). 4. Lee, J.S. ANALYSING POLICY VARIATION IN LOCAL GOVERNMENT . Available at: https://etheses.whiterose.ac.uk /3567/1/418643.pdf (Accessed: November 2, 2022). 5. Gandhiji on Villages. Compiled by: Divya Joshi. Mumbai: Mani Bhavan Gandhi Sangrahalaya; Available from: http://www.mkgandhi.org/ebks/Gandhionvillages.pdf . (Accessed on 2022 OCT 22]. 6. 7. Chakrabarty, B., Kandpal, P.C. and Roy, A. (2020) Public administration in a globalizing world: Theories and practices. New Delhi, India: SAGE Publishing. Unit-III Democratic Decentralization 3.0 Structure 3.1 Learning Objectives 3.2 Introduction 3.3 Concept of Decentralization 3.4 Democracy and Decentralization 3.5 Conclusion

16 3.6 Summary 3.7 Keywords 3.8 Model Questions 3.9 References 3.1 Learning Objectives By reading this unit you will understand the concept of decentralization, democracy and how the process of decentralization makes democracy successful. 3.2 Introduction Today, democratic decentralization is the essence of an ideal political system. According to recent political and social scientists, democratic decentralization is more relevant in developing countries of the Third World. In all these third world countries it is necessary to consider the issue of development in terms of local people's participation and control. Local autonomy is a natural consequence of the combination of democracy and decentralization of power. Local autonomy and democratic decentralization become meaningful through local public participation and control. Political empowerment of all these institutions is essential. The same political ideology that prevails in democratic decentralization finds expression in local self-government. 3.3 Concept of Decentralization Decentralization has broader meaning. In the modern sense, decentralization can be expressed as Transfer of administrative authority from the central government to provincial institutions, local governments, semi-autonomous government institutions, professional bodies and voluntary organizations outside the administration. So, Decentralization refers to a process by which the government transfers some of its responsibilities and duties completely to some other authority. In other words, the government gives responsibility and power to perform some of its responsibilities to lower authorities or organizations. The existence and independence of local bodies in decision-making at the local level through decentralization is fairly recognized. But in the process of decentralization, a sense of collective responsibility is created. In other words, local autonomy is created through the devolution of powers and responsibilities by the ruling government to another local authority. Professor Laski said in his book 'A Grammar of Politics' "It

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is a training in self government. It entrusts the administration of powers to those who will feel most directly the consequences of those powers."

According to Crook and Manor "Decentralization can be usefully understood as a political process whereby administrative authority, public resources and responsibilities are transferred
17 from central government agencies to lower-level organs of government or to non-governmental bodies, such as community-based organizations (CBOs), 'third party' non-governmental organizations (NGOs) or private sector actors". Most modern state systems are public welfare democratic state systems. This type of state has to perform many and various responsibilities in various fields for the socio-economic and political development of the citizen. Due to this wide spread of government responsibilities, it is necessary to give some responsibilities and powers to some authorities. When all the responsibilities and duties are in existence, arrangements are made to transfer responsibility and power for execution. In the process of decentralization, the central authority has to hand over power and authority to the local level authorities. In many cases to adjust policies and programs according to local conditions the necessity is felt. In all these cases the imperative of discretionary decision of the local authorities is undeniable. Leonard White's definition of the concept of decentralization is significant. In the work titled 'decentralization' this social scientist said "Decentralization denotes the transference of

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authority legislative, judicial or administrative from higher level of government to lower."

From the above discussion we find some features of decentralization. They are as follows ● Decentralization essentially eliminates the system of administrative promotion and hierarchy at specific levels of governance. ● Decentralization also eliminates the pitfalls of bureaucratic administration. ● The process of decentralization creates a tendency for citizen's participation in administrative affairs and inculcates democratic ideals at the grassroots level. ● Through the process of decentralization citizens can be more empowered to engage in the governing process. And this is the key to the success of democracy 3.4 Democracy and Decentralization Democracy cannot succeed without decentralization. Democratic governance is the most inclusive form of governance in this era. In this type of governance, democratic ideals are put into practice. That is, the democratic ideology is implemented in the administrative organizational structure, and the idea of decentralization is embedded in it. Decentralization as an administrative process is the opposite of centralization. Linked to administrative processes, people's enthusiasm and initiative are stimulated. As a result, the development process in the socio-economic field is accelerated. The process of decentralization creates more enthusiasm and improves morale among local authorities. Camille Cates Barnet in his work titled 'Democratic Decentralization' has stated that "Democratic decentralization is the development of reciprocal relationships between central and
18 local governments and between local governments and citizens. It addresses the power to develop and implement policy, the extension of democratic processes to lower levels of government, and measures to ensure that democracy is sustainable. Democratic decentralization incorporates both decentralization and democratic local governance" Democratic decentralization is a political concept. From this point of view, power is distributed from higher to lower levels through democratic decentralization. Its objective is to expand public participation in the governing process. The main idea of decentralization is the decentralization of power. This decentralization of power is democratic. 3.5 Conclusion Finally, it can be said that democratic decentralization is considered as a means of realizing the political rights of citizens. It further encourages citizens to participate in the governance process. So democratic decentralization is a process in which power is transferred from higher authority to local authority and local authority deals with the people directly. It is the successor of grassroot democracy. 3.6 Summary Decentralization is the process in which power or activities or responsibilities are transferred from higher level to lower level of an organization or governmen's institutions. The essence of democracy is the people's participation in the governing process and the process of decentralization allows citizens to engage in the decision making process of the government. decentralization eliminates the pitfalls of bureaucratic administration. Democratic decentralization fcilates people to be more empowered. 3.7 Glossary Decentralization- Transfer of responsibility or activity or power from top to bottom of an organization or governmental institutions. Democratic Decentralization- The process of devolution of state functions and resources from the center to lower level elected representatives. Local Autonomy- A system in which institutions of local government have sufficient discretion to act on matters of local affairs. 3.8 Model Questions Long Questions ➔ Write a note on Democratic Decentralization.
19 ➔ What is the role of Decentralization in Democratic governance? Short Questions ➔ What do you mean by Decentralization? ➔ What are the characteristics of decentralization? ➔ Write a short note on democratic decentralization? ➔ Can democracy succeed without decentralization? 3.9 References 1. R.N. Prasad,Urban Local Self Government in India. New Delhi:Mittal Publication, 2006 2. Laski, H.J. (2018) A grammar of politics. New Delhi: Anamika Publishers & Distributors (P) Ltd. 3.

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Unit- IV Local Government, Democracy and Development 4.0 Structure 4.1Learning Objectives 4.2 Introduction 4.3 Democracy 4.4 Development 4.5 Local government and Democracy 4.6 Local Government and Development 4.7 Conclusion 4.8 Summary 4.9Glossary 4.10Model Questions 4.11References

20 4.1 Objectives Only local government institutions can understand the needs of the local citizens. It also is responsible for the local development. By reading this chapter you will understand the meaning of democracy, development and relation between local government, democracy and development. 4.2 Introduction Currently, democracy is a globalized system. The necessity of local autonomy in democratic governance is undeniable. Many refer to this local autonomy as a sign of democracy. There is no substitute for autonomy of local government. For this reason the system of local autonomy through local government is widely accepted in every democratic state. 4.3 Democracy The meaning and features of local government have already been discussed, so let's start with democracy. The word 'democracy' is derived from two Greek words. The corresponding Greek words are ‘Demos’ and ‘Kratos’. 'Demos' refers to the people and 'kratos' refers to power. So in the etymological sense 'democracy' refers to the power of the people. Andrew Heywood in his book ‘Politics’ stated that “The origin of the term democracy can be traced back to Ancient Greece. Like other words ending in 'cracy' (for example, autocracy, aristocracy and bureaucracy), democracy is derived from the Greek word Kratos meaning power, or rule. Democracy thus means 'rule by the demos' (the demos referring to the people', although the Greeks originally used this to mean 'the poor' or 'the many')." Former American President Abraham Lincon once said that “Democracy is the government of the people, by the people, for the people.” Bernard Crick in his ‘In Defence of Politics’, said that “"... democracy is perhaps the most promiscuous word in the world of public affairs.” According to Rajeev Bhargabha democracy ensures the accountability of those holding power to the people who are the ultimate source of the power. It is the consent of the people which makes government authority legitimate. In general, democracy is a system where power rests in the hands of the people. In other words, democracy refers to a system in which the people have political power. People can exercise that power directly or indirectly. This use of power can be of three types. These three types of exercise of political power are: participation, competition and liberty. Participation is through voting and election. There is competition between political parties. And finally liberty refers to freedom of speech and expression and freedom of assembly etc .

21 4.4 Development The term ‘development’ has multidimensional character. It is complex, ambiguous, contested and elusive in its nature. In general development refers to socio-economic change that allows people to achieve their human potential. It can be said that development is the political term that has different meanings, that depend on the context in which the term is used and it may be used to reflect and to justify a variety of different agendas held by different people or organizations. According to experts, development means bringing the country and the nation towards modernization by causing economic growth and ensuring the country's savings, investment, production and increase in national income. Adam Smith defined national development as total accumulation of capital. At that time the proponents of economic development considered the growth of per capita income as national development. According to the United Nations Development Program (UNDP), development refers to a process that enables people to choose the benefits and standards of living they want. Amartya Sen in his book ‘Development as Freedom’ stated that development simply does not mean GDP growth, industrialization or increasing national income. He elaborated development in the context of freedom. Actual development is possible by securing freedom. Instead of increasing people's income, it ensures people's social security, freedom, welfare etc. 4.5 Local Government and Democracy Democracy promotes the people’s participation in the decision making process in governance. Local government ensures the participation of people at the grassroot level of governance. Through local government citizens can directly participate in the decision making process in the government. Every democratic country establishes an elected local government which deals with the local issues. Local peoples enjoy their liberty and rights through participation in local government. So it can be said that local government is the fundamental unit of a true democratic state. Pradeep Sachdeva stated that the success of national democracy largely depends upon the success of democracy at the grassroots level. According to Anwar Hussain Syed “Local Governments are to total government what basic tissues are to the human body. Without them, the government would have no vitality. The countries, cities, towns, villages and boroughs serve as training schools for the leaders of government, and in the affairs of local government are tried those who aspire to state and national offices``. Jawaharlal Nehru’s speech at the first Local Self-Government Ministries Conference in 1948 is very relevant.

He

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said " Local self Government is and must be the basis of any true system of democracy. We have got rather into the habit of thinking 22 democracy at the top and not so much below. Democracy at the top may not be success unless you build on its foundation from below". Local

governments allow citizens to take collective decisions for their socio-economic development. It is also considered as the training ground of the people for realization of democratic values. Democracy is all about power to people. Local governments empower people to secure liberty. 4.6 Local Government and Development Local government is the basic unit for the people's socio-economic development. It is the mediator for implementation of state or central government's developmental programmes and policies. Besides this only the local government can understand the needs of the local people. Local governments are responsible for local development. According to Sachdeva, the local government, being concerned generally with the welfare of the people, deals mainly with those functions which contribute to the socio-economic development of the country. Being more conversant and concerned with the local problems as compared to the government in the capital, it can manage the local affairs more efficiently and effectively. 4.7 Conclusion From the above discussion it can be concluded that local government ensures the grassroot democracy for socio-economic development. Development and grassroot democracy are the two sides of the same coin. Iit is considered a tool for promoting self-governing. After the independence of India 1947, local governments in urban and rural areas in some states played the crucial role to spread democratic values among the citizens and boost the developmental process. 4.8 Summary Democracy is a political system that is governed by the people. In other words, in democracy, people can choose their government by participating in elections. The goal of democratic government is to protect the people's liberty. Local government is the key to making democracy successful. local citizens can choose their local government to achieve their collective interest. the local government performs to ensure the socio-economic development of the people. the local government implements several developmental schemes and policies of the national or state government. 4.9 Glossary Democracy- A political system by whole citizens of a state through elected representatives. Autocracy- A system of government which is governed by one person with absolute power.
23 Aristocracy- A system of government which is governed by the highest class in certain societies. Bureaucracy- A system of government in which most of the governmental decisions are taken by state officials rather than by elected representatives. Development- A process which promotes growth, progress or positive change in the society. 4.10 Model Questions Long Questions What is the relationship between democracy, development and local government? Discuss the expanding role of local government as the successor of democracy. Short Question ➔ Write a short note on Democracy ➔ What do you mean by Development? ➔ What is the role of local government in democracy? ➔ Do you think the local government is responsible for socio-economic development? 4.11 References 1. Crick, B. (2013) In defence of politics. London: Bloomsbury Academic. 2. Bhargava, R. (2008) Political theory: An introduction. New Delhi: Pearson Education India. 3. Nations, U. (no date) What is human development?, Human Development Reports. Available at: https://hdr.undp.org/content/what-human-development (Accessed: November 1, 2022). 4. Sen, A.K. (2001) Development as freedom. Oxford: Oxford University Press. 5. P. Sachdeva, Local Government in India. Noida: Pearson, 2011
24 Unit-V Local Government and Globalization 5.0 STRUCTURE 5.1 Learning Objectives 5.2 Introduction 5.3 Globalization 5.4 Features of Globalization 5.5 Types of Globalization 5.6 Impact of Globalization on Local Government 5.7 Conclusion 5.8 Summary 5.9 Model Questions 5.10References 5.1 Objectives The main objective of the units is to explain the role of globalization in the local government process. By reading this unit you can understand the impact of globalization on local government and its merits and demerits. 5.2 Introduction Globalization process includes economic, political, cultural, and social elements. There is considerable literature on how these elements have affected local government. Globalization has brought enormous changes in our daily life. Due to technological advancement our nature of work has changed drastically. Due to globalization all levels of governments including local governments change their approach towards development. Before looking at how globalization has affected local government, we need to understand

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the concept of globalization. 5.3 Globalization The Information and Communication Technology (ICT) revolution, the free flow of information-based and knowledge-based economies, the growing integration with the global economy of the national economy, and the market economy, is the key to globalization. So globalization is the process by which the free market economy is ensured all over the world. In this process, foreign companies are doing trade throughout the world. That's why you can get all the foreign products at a minimal price from your doorstep. 25

Although globalization has been

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broadly used since 1970 but globalization as a concept we can find from ancient times, people have been shown to participate in international trade. Although there was no general policy then. The history of globalization begins thousands of years ago, in the middle Ages, the Silk Road was used to trade China with Europe through Central Asia.

According to Robert Cox “the characteristics of globalization trend include the internationalization of the production, the new international division of labor, new migratory movements from south to north, the new competitive environment that accelerates these processes, and the internationalizing of state...making states into agencies of the globalizing world”. Rosabeth Moss Canter in 'Thriving Locally in the Global Economy' (1995) originally defined globalization as ‘the world is becoming a global shopping mall in which ideas and products are available everywhere at the same time’. 5.4

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Features of Globalization From the above discussion, we also find some features of globalization. These are- 5.4.1 Integration of Economies The integration of economies throughout the world is necessary for interaction and integration among people, companies, and governments worldwide. It is a process in which agreements are made among the countries within a particular geographic region for reducing tariff barriers to ensure a free flow of goods and services. 5.4.2 Liberalization To ensure integration of economies among the countries it is necessary to implement the process of liberalization in their own countries. Like integration of economies, liberalization also is a process by which a country reforms their economic policies

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open their market to all. It ensures freedom of the entrepreneurs for the establishment of any kind of legal trades or industries in their own countries or abroad. 5.4.3 Privatization After liberalization, it's time for privatization. Without liberalization there is no existence of privatization. Privatization refers to the transfer of ownership of any property, corporation or business or services from government to the privately owned sectors. 26 Globalization would not be possible without LPG. Here L refers to Liberalization, P for Privatization and lastly G for Globalization. It can be said that liberalization and Privatization are the preconditions of globalization. 5.4.4 Free Trade It refers to free flow trade among the countries without tariff barriers. Free trade can be possible when some countries within

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same geographic region sign an agreement for the free trade among their countries. 5.4.5 Interconnectedness It provides us a framework to explore the world through interaction with different people, animals, nature by using several technological tools without any kind of barriers. 5.5

Types of Globalization The impacts of globalization are multidimensional. It affects worldwide societies in the aspects of Economic, Social, Political, Cultural, and environmental. There are the main 5 types of globalization. These are: 5.5.1 Economic

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Globalization The concept of globalization as a whole is largely economic. Globalization has emerged and developed mainly as an economic concept and system. Economic globalization is the economic connection of a country with the global economic system. Globalization in the economic field is free economic adoption. This is to remove the regulatory rules imposed on a country's economic affairs and to expose the domestic economy to the world. 5.5.2

Social

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Globalization It is another one of the important types of globalization. Social globalization is a process. As a result of this process, traditional social institutions become weak. The identity of the socialized people is renewed. People are no longer members of a particular community or national because of the new identity. In the pre-modern world, the context of human identity was narrow and limited. In terms of family, ethnicity, tribe, village, religion etcThe identity of individual people was determined. The target population is also made up of the population of the state. As a member of the state, the identity of the citizenship or nationality of the people prevails. 27 According to the opinion of a group of sociologists, as the globalization process expands, the personal and collective identities of people become weaker. Former identities of the past lose its importance. Relationships with people from distant places developed due to the development and expansion of new technologies, the expansion of business and communication systems, In this case the Internet, e-mail, website etc. opens up a new world in front of people. 5.5.3 Cultural Globalization The process of cultural globalization is also sometimes called McDonaldization. Cultural globalization is the process by which a world-class of goods, ideas and information is produced in one part of the world. As a result, cultural differences between different races, regions and individuals are removed. The emergence and development of international or multinational companies and the emergence of global goods have partly driven the process of globalization.The revolutionary development and expansion of information technology, the expansion of satellite-based communication systems, the Internet, the telecommunication infrastructure and various global media corporations are highlighting the process of globalization. However, as culture helps globalization, so does obstruction. As the elements or forces of globalization are enriched by culture, so is resistance. Hollywood movies are screened worldwide. Adidas sports goods are sold around the world. The Coca-Cola market is worldwide. McDonalds has demanded the world's fast food market. Such products are many and varied worldwide. But all these international brands have to do with the dignity of local culture and the touch of social customs. 5.5.4 Political Globalization Political ideology is often referred to as one of the characteristics of globalization. That is, the expression of globalization also occurs in political ideology. The transformation of liberalism is called an example of political ideology in the process of globalization. Moreover, the emergence, development and expansion of Non- Governmental Organizations (NGOs) as an expression of political globalization; The role of the national states is to refer to the role of climate change and so on. The expression of political globalization has occurred in international organizations. All these organizations exceed the national boundaries. Extending the boundaries of the single state of the international organization extends to the international sphere of many states. There are many and many international organizations in the present world. Most of these were formed in the aftermath of World War II. Notable examples of this are the United Nations Organization (UNO), the European Economic Community (EEC), the World Bank, the International Monetary Fund (IMF), and the World Trade Organization (WTO), etc. 28 Theoretically, nation-states can take initiative in organizing international organizations in a coherent and organized manner without sacrificing their sovereignty. Transnational-state boundaries may force international institutions to impose their will on states. 5.5.5 Environmental Globalization Environmental globalization refers to internationally coordinated practices and regulations in the form of international treaties regarding environmental protection. The growth of globalization and its impact on the global environment is an important concern to the world. According to some environmentalists, there is no doubt that the tide of development that has come under the influence of globalization is actually polluting the environment. To them globalization increases our consumption of

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lot of products made through natural resources which is affecting

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ecological cycle very badly. Many think that industrialization is a part of globalization and the process of industrialization has been increasing with the help of globalization. Due to industrialization harmful chemicals have been thrown to the environment and it affects

the environment dangerously. 5.6 Impact of Globalization on Local Government Globalization is affecting local government in many ways. Globalization has made information and technology readily available. With the use of advanced technology, the local government has been able to increase its scope of work as well as complete its procedures very easily. Simply put, globalization helps improve the efficiency of local governments. As a result of globalization the concept of E-Governance has emerged. Goal of e-Governance is to provide services to the citizens by maintaining transparency and accountability. Local government is the key unit for the implementation of this goal. For many scholars globalization has impacted local government badly. According to Jiro Yamaguchi

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For most local governments, globalization is causing serious problems, especially regarding sustenance of

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local economy. First of all, local governments in the rural area still depend on agriculture, which is the least competitive. Even if there is a manufacturing sector, employment is slashed by relocation of the production center. Employment in local communities is supported by the public sector through public investment.

Although there are some negative aspects, the efficiency of local government has increased as a result of globalization. Presently the whole world is interconnected. After World War-II, the United Nations (UN) was formed as a kind of world government. But the UN can't govern the world. It needs the local government to turn their policies into reality. For example, many environmental policies are implemented
29 by the local government throughout the world. But it has to be accepted that the technological knowledge brought by globalization is increasing the communication of the government with the people. 5.7 Conclusion From the above discussion it can be concluded that Globalization is believed to facilitate economic and social development in communities served by local governments. Whether the necessary skills and abilities exist to realize these benefits is debatable. Larger local authorities, or municipalities, supported the idea of globalization and began formulating policies on international relations. Globalization boosts the participation of local citizens in their local governance. 5.8 Summary

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So globalization is the process by which the free market economy is ensured all over the world. In this process, foreign companies are doing trade throughout the world. That's why you can get all the foreign products at a minimal price from your doorstep.

Globalization promotes integration of economies, liberalization, Privatization, and free trade. Globalization can happen in different ways viz economic globalization, social globalization, cultural globalization, political globalization and environmental globalization. technological advancement is the key of globalization and through this technological advancement local government increases its efficiency and effectiveness. although many scholars argue that globalization is causing serious problems, especially regarding sustenance of the local economy. But it has to be accepted that the technological knowledge brought by globalization is increasing the communication of the government with the people. 5.9 Glossary Globalization- A process in which integrates the national economy with the world economy. Liberalization- A process by which government policies are made by the government to promote the free trade. Privatization- The policy of transferring publicly owned assets, organizations or companies to private ownership. 5.10 Model Questions Long Questions Discuss the impact of globalization on local government. Write a note on the meaning and features of globalization.
30 Short Questions ➔ What does globalization mean? ➔ What are the characteristics of globalization? ➔ What are the types of globalization? 5.11 Reference 1. Ghosh, P. (2015) International Relations. Delhi: PHI. 2. Jiro Yamaguchi, Hokkaido University. Available at: https://lex.juris.hokudai.ac.jp/global- g/paper/4-04.pdf (Accessed: November 2, 2022). 3. Biswas, A. (2020)

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What is globalization and history of globalization [4 phases], SCHOOL OF POLITICAL SCIENCE.

Available at: https://schoolofpoliticalscience.com/meaning-and-history- of-globalization/ (Accessed: November 3, 2022). 4. Biswas, A. (2020) 5 important types of globalization, SCHOOL OF POLITICAL SCIENCE. Available at: https://schoolofpoliticalscience.com/what-are-the-5-types-of-globalization/ (Accessed: November 1, 2022). CC VII BLOCK II UNIT I EVOLUTION OF URBAN LOCAL GOVERNMENT IN PRE-INDEPENDENT INDIA Structure 1.0 Objectives 1.1 Introduction 1.2 Stage I: Urban Local Government in Ancient and Medieval Periods
31 1.3 Stage II: Urban Local Government in the British Period 1.4 Conclusion 1.5 Summary 1.6 Glossary 1.7 Model Questions 1.8 References 1.0 Objectives After studying this unit, you are expected to: ? Define Urban Local Government and identify its necessity. ? Identify the ancient and medieval roots of Urban Local Government in India. ? Identify and analyse the role of the British colonizers in the evolution of Urban Local Government in India. 1.1 Introduction In the most generic sense,

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Urban Local Government refers to an institution of governance in a statutory urban setting, demarcated by a definite area and population, which may deliberate, regulate, and implement decisions on subject matters entrusted to it

by the law of the land. In India, the rationale for having a three-tier government is to ensure that every variation of regional political values, as well as, problems can be represented or dealt with, seamlessly. Within prosperous states, the Urban Local Bodies (henceforth, ULBs) may be having greater resources as compared to those in poorer towns in less prosperous states, and these would be in a better position to provide a great number of services to its constituents.

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Local governments respond to the needs and aspirations of the inhabitants of the immediate locality, on matters which concern them in their daily lives,

viz. quality of water, access to sanitation, healthcare services, and so on. In India, a country diverse in socio-economic terms, it is a simple fact that the level of services provided by a particular ULB would differ from one city to another within a state, as well as, nationally. A system of good urban governance begs specific institutions to be vibrant and accountable, in the light of the recent population explosion in urban areas, and the consequent expansion of cities in India. According to a UN Habitat report, an estimated 180 million rural people live next to India's 70 largest urban centres, a number that will increase to about 210 million by 2030; by 2030, 60 million residents will reside in Indian cities and there will have to

32 be one Chicago built every year, with an urban population annual growth rate of 2.38% (UN Habitat, 2012-2022). In this unit, the focus will be on the evolution of Urban Local Government in pre- independent India which has its roots both in the country's ancient past and colonial heritage. Urban Local Government in India has emerged through numerous stages which can be broadly divided into the standard chronological sequence of Indian history: from the prehistoric times to the advent of British rule; and from the beginning of the British rule to its end in 1947. The matter of post-independence Urban Local Government in India will be dealt with in the next unit. 1.2 Stage I: Urban Local Government in Ancient and Medieval Periods India represents an ancient civilization that dates back to thousands of years. It is indeed a civilizational state, with perhaps China being the only other state deserving a similar epithet. Urban local government is deeply rooted in Indian history. The excavations in Mohenjodaro and Harappa of the Indus Valley Civilization (c. 3000 BCE) speak volumes about the organized urban life in ancient times, not least, revealing the fact that these were amongst the oldest planned cities of the world. There were wide streets, public offices and agoras, facilities for communal baths, drainage and sewers. These testify to the existence of an informed citizenry, and an effective municipal government. According to Khanna, the people of the Indus Valley were therefore proud residents of perhaps the first urban civilization, giving to the world its earliest planned cities, complete with town planning, drainage systems, not least, the earliest example of city government (1967: 3). For Thakur (1981), the Indian system of highly organized urban local government has also been referenced in the Vedas, in the epics of Mahabharata and Ramayana, in few of the Upanishads, and, most importantly, in the Arthashastra of the great polymath of ancient India, Kautilya. In Kautilya's text there is reference of a regular plan of town administration which was specially designed to deal with the typical urban problems. He envisaged in his scheme, the nagaraka or a city's mayor who would perform various functions in connection with day-to-day administration of the city. In the post-Mauryan times, there used to be a chief executive officer in the city administration and one of the important duties of civic administration seems to have been a prompt arrangement of the city's sanitation which included maintenance of the drainage system and cleanliness of the roads. In the Mauryan and the Gupta periods, the villages developed into large towns and an urban culture grew in places like Pataliputra, Ujjain, and

33 Takshila. During the reign of the Guptas, city administration reached its zenith, with the Parishad as its administrative council. There was also a provision of having elected administrative officers (1981: 247). During the rule of Chandra Gupta, the administrative council of a city like Pataliputra was centred on village communities, as an elected body with definite functions. For Havell, although certain matters were reserved for the control of imperial officials,

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Megasthenes mentions that large cities used to have six bodies of five members each and each of these bodies had been entrusted with important subjects of human activities, which included the registration of births and deaths, care and entertainment of foreigners,

and so on (Sachdeva, 2011: 39). Even in the Licchavi kingdom there existed elected administrators and representatives which shows that democracy was not imported to India by the colonial masters, and had existed centuries before the advent of either the Mughals or the British, with an inexorable emphasis upon self-governing institutions and practices (Majumdar, 1981: 576-583). Moving on from the ancient times, medieval India encountered three distinct systems of administration, instituted by: the Rajputs, the Sultans of Delhi, and, finally, the Mughals. According to Pandey, governance during the Rajputperiod led to the state being divided into smaller units, the biggest of which was theprant. As an influence of the later-Vedic era, the stringent caste system of the Rajput Empire precluded anyone other than Brahmins and Kshatriyas from being eligible for civil and military appointments.This made the rest of the people apathetic towards political affairs. By abstaining from direct participation in local administration, they helped to develop initiative, efficiency and self-reliance among the local population (1969: 1-9). While in the Sultanate period, administration was basically military in nature; its rulers obeyed the principles and tenets of Islamic laws and applied those in letter and spirit in their administration.For administrative purposes the state was divided into prants. The head ofthe prant established various departments for administration. For Puri, Theprants were divided into shikos, whosehead was known as shikdar. The shikos were divided into sarkars, sarkars into parganas and parganas intovillages. Pargana was under the shiqqadar in charge of executive affairs and land revenue. At the level of the pargana there were other officials such as amil or the collector of revenue who levied central as well as provincial revenue;diwan, fotahdar or the local treasurer, daroga or the superintendent of accounts,amin or the surveyor, kanungo, munshif, thanadar, patwari, and so on, were there to assist. The diwan in sarkar was the

34 executivehead of the pargana.City administration was run by a centralized bureaucracy, but the villages had some sort of self-rule (Vol. II, 1975: 81).Sachdeva opines thatthe civil administration of the city was vested in a muhtasib. He had multifarious functions including looking after public utilities such as watersupply and wells, provision of amenities for travellers, maintenance of public buildings, demolition of houseslikely to collapse, supervising the markets, inspection of weights, and measures and prevention of adulterationof food, which in modern times are regarded as municipal functions (2011: 39). According to J. N. Sarkar, the renowned historian on the Mughal period, '[T]he Mughal system at one time spread over practically all the civilised and organised parts of India. Now it is dead in our times.Traces of it still survive. But the new has been built upon the old; our present has its roots in our past' (1952: 3). Many of the cities like Delhi, Agra, Lucknow, and Hyderabad, bear the imprint of Mughal influence. Puri opines that during the Mughal times municipal administration was vested in the kotwal or the head of the police in the metropolis. Judicial administration was handled with the help of the qazis and sardars (Vol. II, 1975: 242).InAaini Akbari, Abul Fazal has described the functions of the kotwalin minute details. He was the city governor, combining in him official

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powers and duties of the chief of thecity police, magistrate and prefect of

the municipal administration. In this period, opinesSachdeva, the structure of the societywas predominantly feudal and, therefore, the vast powers and various functions of the state were centred inan individual or institution. The very nature and style of the Mughal Emperors were loath to any kind ofdemocratic administration in the local areas. Democratic administration was denied not only to a city but thevillage was also stripped of its administrative functions. It was reduced to an executive committee of the village community on purely social affairs (2011: 39).The chief officers of the localities like those placed at the heads of province belonged to the mansabdars. The mansab was a commission, which was heldby the officers of the emperor. According to Roy, it was a hierarchical system that comprised the mansabdars ranging fromthose commanding twenty horsemen to those commanding five thousand horsemen (1960: 14).The local people were not associated with the management of civic affairs and the urban local governmentwas directly depended upon and rigorously controlled by the central administration. It can thus be concluded, following Sachdeva that in medieval and early modern India, there were hardly any municipal institutions enjoying powers of self-government and the municipal self-government traditions of ancient India hadsimply

35 withered away under the military despotisms of the Sultanate of Delhi and the Mughal Empire(2011: 39). 1.3 Stage II: Urban Local Government in the British Period The development of municipal government since the advent of British rule in India can be divided into two parts: first, the English East India Company's rule up to 1857 and second, the British government rule from 1858 up to 1947.After the death of Aurangzeb in 1707, the Mughal Empire began to disintegrate and the minor rulers started fighting among themselves. The East India Company took advantage of this situation and established its hold over several parts of the country. The defeat of the last Nawab of Bengal at the battle of Plassey (1757) led to the transfer of authority into the hands of the company. After the revolt of 1857, the company's rule ended with the enactment of the Government of India Act (1858) and passed on to Queen Victoria, the then British monarch. The board of control and the court of directors were abolished and their powers were given to the newly created office of the Secretary of State for India. 1.3.1 Urban Local Government 1687-1857

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The origin of municipal administration in British India dates back to 1687 when a municipal corporation was set up at Madras under a charter granted by James II, the then British monarch

with a view to transfer the financial burden of local administration to the local city council.Accoridng toSachdeva, the Royal Charter of 1720 established

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a mayor's court in each of the three presidency towns of Madras, Bombay, and Calcutta,

but these courts were more judicial than administrative in nature (2011: 40).The year 1773 was a landmark in the growth of Indian administration. Before 1773 there was nocentral authority in the country. The 1773 Act restricted the powers of the presidencies from making war or treaties without the sanction of the governor- general-in-council. This started the British Parliament's control over the affairs of the East India Company.Hoshiar Singh and Pankaj Singh opined that the Pitt's India Act of 1784 placed Indian affairs under the direct control of the British government by establishing a board of control representing the British cabinet over the court of directors (2011: 7).However, a statutory basis of the urban local government was not provided until 1793 when

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the Governor-General-in- Council was empowered to appoint justices of peace for the presidency towns from among converted civilians and the British subjects, who were vested with the authority to impose taxes on houses and lands

to provide for the sanitation of
the towns. Sachdeva mentions that

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in 1842, the Bengal Act was passed to set up town committees for sanitary purposes,

and in 1850, an Act
36 was passed for the whole country permitting the

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formation of local committees to make better provisions for public health and convenience (2011: 40). 1.3.2

Urban Local Government 1858-1947 Since the enactment of the Government of India Act (1858), the portfolio system was introduced in 1859 by Lord Canning, whereby a member of thecouncil would be appointed in charge of one or more departments of the government by the governor-general and he would issue orders on behalf of the Governor-General-in-Council. For Sachdeva (2011: 40), after 1863, a string of municipal acts followed, authorizing governorsto form a municipality in any urban area of the province.The municipal committees were empowered to administer municipal funds but were obliged to expend the proceeds of taxes for the maintenance of the police, and the surplus, if any, could be utilized for the sanitary improvements of the town. Lord Mayo's Resolution (1870) provided for

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a measure of decentralization from the centre to the provinces

emphasizingthe extension of municipal self-government. The resolution encouraged the general application of the principle of election with the objective of developing self-government in urban areas. But in practice, the principle of election was introduced wholly or partially in a few places only and the members continued to be nominated in most of the municipal committees. The measures for developing municipal government during this period proves that it

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was introduced primarily to serve the British interests rather than promote self-governing bodies in the

country. Lord Ripon's Resolution (1882), however, is considered a landmark in the development of local government in India, as it envisaged local bodies to be instruments of political and public education, advocating: a. the

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establishment of a network of local self-government institutions; b. the reduction of the official element to not more than a third of the total membership;

c. exercise of control from without and not from within; and (d) a large measure of financial decentralization; and e. the

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adoption of election as a means of constituting local bodies.

Concomitant legislation introduced an elective principle at the discretion of provincial governments, giving municipal committees the power to elect their presidents subject to government approval. Sachdeva (2011: 41) mentions that the reforms enunciated by Lord Ripon for rejuvenation of local self-government had initially met considerable success, but, these were hampered subsequently due to the following factors:a. the adoption of obstructive tactics by the bureaucracy; b. the hostile attitude of Lord Curzon, the successor of Lord Ripon, who considered the reforms to be too radical to be implemented and preferred administrative efficiency to

37 political education; c. the Deputy Commissioner dominated these institutions as he enjoyed vast powers of supervision and control; and d. elections had also proved unpopular as these were not based on adult franchise and the electorate comprised of only 2 per cent of the total urban population. The Government of India, in its resolution of 28 April 1915, suggested the gradual implementation of the recommendations of the Royal Commission on Decentralization (1907), which were largely a replica of Lord Ripon's proposals of 1883. But a programme that was prominent in 1883 was hopelessly outdated in 1915. Moreover, the Government of India Act(1909) had introduced communal electorates for Muslims for legislative councils. In 1910, the Muslim League had demanded separate electorates in local bodies as well. Consequently some municipalities had been constituted on the basis of communal electorates. The introduction of communal electorates in municipal government had become a great impediment in the healthy development of the spirit of self-rule at the local level, as mentioned in both the Montague- Chelmsford (1918) and Simon Commission (1927) reports (2011: 41). Following the Montague-Chelmsford Report (1918), a Government of India Resolution of 16 May 1918 recommended to the provinces that municipal boards were to contain a majority of elected members, franchise was to be lowered, and official chairmen were to be replaced by non-official ones. The Resolution also laid down that minorities should be represented through nomination rather than by separate electorates.The Government of India Act (1919) introduced the diarchical system of government, whereby the local self-government department, being a transferred subject, came under the charge of a popular minister responsible to the provincial legislature.The Act laid down a schedule of taxes which could be levied only byor for the local bodies, thereby enabling these to be relatively independent of the central government. Although democratization was ascendant, the administrativeprocess and efficiency deteriorated due to rampant corruption in the local bodies of various Indian provinces. Moreover, the lack of administrative experience in elected members coupled with the paucity of expert guidance and trained managerial personnel also contributed toadministrative failures (2011: 44).
With

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the inauguration of provincial autonomy under the Government of India Act(1935), the development of municipal government in India received further impetus.The Act abolished the system of diarchy and introduced popular governments in the provinces.

Local government was classified as a provincial subject. But no taxes were earmarked for local bodies under the 38 Act as these could be imposed by the provincial governments, without any specifications regarding how much of it had to be reserved for local bodies.This change had proved rather unfavourable for local authorities as state governments had in certain areas utilized what were previously recognized to be purely local taxes for their own purposes, and with the outbreak of the Second World War in 1939, further democratization of local bodies and improvement of administrative machinery suffered a tremendous setback.The municipal bodies, instead of providing civic amenities, were performing services related to black-outs drills, raising voluntary organizations for defence, increasing first aid, and so on, under the guidance and direct supervision of the district administration (Sachdeva, 2011: 44). Thus, no significant efforts could be made to bring about reforms in municipal government during the period of provincial autonomy, as the British left the country divided, enraged and broke in 1947. 1.4 Conclusion This unit has focussed on the evolution of Urban Local Government in India in two stages, through the historical analysis of institutions of urban local government in ancient and medieval India, and, from the beginning of the British rule thereupon to its end in 1947. Urbanization and the administration of urban areas in India was ascendant during the Indus Valley Civilization, and later during the rule of the Mauryas and the Guptas. The same suffered in the medieval times under the rule of the Rajputs, the Sultans of Delhi, and then the Mughals. With the advent of the British, urban local government was modelled to suit the interests of the East India Company till 1857, and since the demise of the company's iron grip over India, the British government and the Governors General enacted several legislations and resolutions for the betterment of urban administration in India, with notable examples such as Lord Mayo's Resolution (1870), Lord Ripon's Resolution (1882), the Government of India Resolution (1818), and the Government of India Acts of 1919 and 1935. The focus was on democratic representation, taxation and financial independence, and administrative efficacy of ULBs in India. 1.5 Summary This unit has discussed
the following: ?

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Urban Local Government refers to an institution of governance in a statutory urban setting, demarcated by a definite area and population, which may deliberate, regulate, and implement decisions on subject matters entrusted to it

by the law of the land.
39 ? By 2030, 60 million residents will reside in Indian cities and there will have to be one Chicago built every year, with an urban population annual growth rate of 2.38% ? India is a civilizational stateandurban local government is deeply rooted in Indian history, as excavations in Mohenjodaro and Harappa of the Indus Valley Civilization (c. 3000 BCE) has proved. ? The Indian system of highly organized urban local government has also been referenced in the Vedas, in the epics of Mahabharata and Ramayana, in few of the Upanishads, and, most importantly, in the Kautilya'sArthashastra. ? During the reign of the Guptas, city administration reached its zenith, with the Parishad as its administrative council. ? In medieval and early modern India, the municipal self-government traditions of ancient India had simply withered away under the military despotisms of the Rajputs, the Sultanate of Delhi and the Mughal Empire. ?

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The origin of municipal administration in British India dates back to 1687 when a municipal corporation was set up at Madras under a charter granted by James II,

however, a statutory basis of the urban local government was not provided until 1793. ? Lord Ripon's Resolution (1882) is considered a landmark in the development of local government in India. It was followed by similar recommendations suggested by the Royal Commission on Decentralization (1907). ? Following the Montague-Chelmsford (1918) and Simon Commission (1927) reports,

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the Government of India Act (1919) introduced the diarchical system of government, and local self-government came under the charge of a popular minister responsible to the provincial legislature. ? Under the Government of India Act (1935) the development of municipal government

in India
received further impetus. No further development with regard to urban local government in India took place till 1947, owing to the Second World War (1939- 1945) and the retreat of the British from the subcontinent. 1.6 Glossary Diarchy: government by two independent authorities, especially in India from 1919 to 1935. Governor-General/Viceroy: a representative of the British monarch in charge of the administration of British colonies.
40 Kotwal: city governor as well as

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the chief of the city police, magistrate and prefect of the municipal administration

during Mughal times. Mansabdar: a commissioned officer of the Mughal emperor, also a provincial governor. Muhtasib: city administrator during the reign of the Delhi Sultans. Nagaraka: a city's mayor, as described in Kautilya'sArthashastra. Parishad: council for a city's administration in the Gupta age of Indian history. Portfolio system: introduced by Lord Canning in 1859, whereby a member of thecouncil would be appointed in charge of one or more departments of the government by the governor-general, issuing orders on behalf of the Governor-General-in-Council. Prant: smaller geographical units of states, created for administrative purposes in medieval India.

51% **MATCHING BLOCK 47/321** **W**

Urban Local Government: an institution of governance in a statutory urban setting, demarcated by a definite area and population, which may deliberate, regulate, and implement decisions on subject

matters entrusted to it
by the Constitution. 1.7 Model Questions Long Answer Type 1. Discuss the ancient and medieval roots

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of Urban Local Government in India. 2. Discuss the development of Urban Local Government in India from 1687 to 1857. 3. Discuss the development of Urban Local Government in

India since 1858 with special emphasis on the Ripon Resolution (1882). 4. What were the respective impacts of the 1919 and 1935 Government of India Acts on Urban Local Government in India? Why did Urban Local Bodies remain deficient despite roughly two hundred years of British Rule in India? Short Answer Type 1. Discuss the structure of Urban Local Government in the post-Mauryan times. 2. Discuss the way in which the empire of the Delhi Sultans was divided for administrative purposes. 3. Discuss the type of Urban Local Government under the Mughals. 4. Write a short note on the development of Urban Local Government in India from 1687 to 1784.
41 5. Write a short note on the Mayo Resolution (1870) and the Ripon Resolution (1882). 6. Write a short note on the impact of diarchy on Urban Local Government in India. 1.8 References Havell, E.B.,The History of Aryan Rule in India (London: 1918). Khanna, R.L., Municipal Government and Administration in India (Chandigarh: Mahindra Capital Publishers, 1967). Majumdar, R. C., A Comprehensive History of India. Vol. 3, Part I: A.D. 300-985 (New Delhi: Indian History Congress/People's Publishing House, 1981). Pandey, A. B., Society and Government in Medieval India (Allahabad: College Book Depot, 1969). Puri, B. N., History of Indian Administration, Vol. II (Bombay: Bhartiya Vidya Bhavan, 1975). Roy, N. C., The Civil Service in India (Calcutta: Firma KLM, 1960). Sachdeva,P., Local Government in India (New Delhi: Pearson, 2011). Sarkar, J. N.,Mughal Administration (Calcutta: M. C. Sarkar and Sons Ltd., 1952). Singh,H. and P. Singh, Indian Administration (New Delhi: Pearson, 2011). Thakur, V. K.,Urbanisation in Ancient India (New Delhi: Abhinav Publications, 1981). UN Habitat Reports (2012-2022). URL: https://unhabitat.org/fr/node/91195. UNIT II EVOLUTION OF URBAN LOCAL GOVERNMENT IN POST-INDEPENDENT INDIA Structure 2.1 Learning Objectives 2.2 Introduction 2.3 The Committees and Commissions on Urban Local Government 2.4 The national-level conferences on urban local government 2.5 Towards constitutional recognition 2.6 Conclusion 2.7 Summary
42 2.8 Glossary 2.9 Model Questions 2.10 References 2.1 Learning Objectives After studying this unit, you are expected to: ? Define Urban Local Government and identify its necessity in modern India. ? Identify the post-independence evolution of Urban Local Government in India till the Constitution (74 th Amendment) Act, 1992. ? Identify and analyse the reasons for the lopsided development of urban local bodies in India and the steps taken towards constitutional recognition of such institutions. ? Understand the implications of the findings and recommendations of various government-appointed committees and commissions, vis-à-vis the betterment of such institutions. 2.2 Introduction In the most generic sense,

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Urban Local Government refers to an institution of governance in a statutory urban setting, demarcated by a definite area and population, which may deliberate, regulate, and implement decisions on subject matters entrusted to it

by the law of the land. In India, the rationale for having a three-tier government is to ensure that every variation of regional political values, as well as, problems can be represented or dealt with, seamlessly.

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Local governments respond to the needs and aspirations of the inhabitants of the immediate locality, on matters which concern them in their daily lives,

viz. quality of water, access to sanitation, healthcare services, and so on. In India, a country diverse in socio-economic terms, it is a simple fact that the level of services provided by a particular ULB would differ from one city to another within a state, as well as, nationally. A system of good urban governance begs specific institutions to be vibrant and accountable, in the light of the recent population explosion in urban areas, and the consequent expansion of cities in India. According to a UN Habitat report, an estimated 180 million rural people live next to India's 70 largest urban centres, a number that will increase to about 210 million by 2030; by 2030, 60 million residents will reside in Indian cities and there will have to be one Chicago built every year, with an urban population annual growth rate of 2.38% (UN Habitat, 2012-2022).
43 In this unit, the focus will be on the evolution of Urban Local Government in post- independent India. After achieving independence in 1947, India adopted its constitution on 26 January 1950, a Constitution which was heavily influenced by its colonial legacy and the acts of the British India government, notable amongst which was the 1935 Government of India Act. The Constitution of independent India directs the state vide its Article 40 of the Directive Principles of State Policy to organize panchayatsand to empower them adequately so that they become viable units of self-government, but it does notcontain counterpart provision for

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urban settlements (2007: 22).The only reference to urban self-government is to be found in two entries: Entry 5

of

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List II of the Seventh Schedule (the State List) and Entry 20 of

the List III (Concurrent list) (2007: 327, 332). For Sachdeva (2011: 44), the

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Constitution places local government including urban local government within the legislative competence of the states, and the role of

the central government will necessarily have to beadvisory and catalytic rather than one of dominance. The development of urban local government in India, therefore, took place without much constitutional guarantees before the central government accepted the recommendations of the National Commission on Urbanization (1985) and incorporated them in the Constitution (63rd Amendment) Bill, 1989, which was later enacted as the Constitution (74 th Amendment) Act, 1992. This unit will thus be divided into the following parts: it would first describe the manner in which the committees and commissions appointed by the central government, as well as, the various state governments in India have functioned and the recommendations that these legal bodies have proffered from time to time on the question of urban local government; and second, it would focus on the activities and recommendations of the various national-level conferences on urban local government which ultimately paved the way for the enactment of the 74 th Amendment Act (1992) to provide constitutional sanctions to the structures and functions of urban local bodies in India. 2.3 The Committees and Commissions on Urban Local Government

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In the absence of the constitutional recognition of its powers, functions and resources, urban local bodies have remained neglected

in India, despite the popular opinion during independence that these would be used more and more as instruments of national policy. As the Indian has been predominantly centered upon a rural setup, even the Planning Commission did not pay much importance to urban local bodies, making no significant policy statement about it till the
44 Third Five Year Plan (1961-1966) in which it received only a passing and tacit mention. According to Sachdeva (2011: 45), the Fourth Five Year Plan referred to recommendations made by the Rural–Urban Relationship Committee and the Local Self Government Ministers' Council on Augmentation of Financial Resources and hoped that the state governments will take all the measures necessary to augment resources at the local level. However, as late as the Seventh Plan (1985-1990), many of the municipal bodies were moribund or have stood superseded, being ill-administered and ill-financed. The National Commission on Urbanization has also observed that urban local bodies in India were in a mess (1985). To overcome such deficiencies, however, the central and state governments in India instituted from time to time various committees and commissions, a few of which are worth a study. 2.3.1 Committees and Commissions appointed by the Central Government The central government of India has, from time to time, appointed various committees and commissions to enquire into the functional aspects of urban local government before the 74 th Amendment Act (1992). These bodies have also made valuable suggestions for their improvement which has snowballed into the constitutional recognition of urban local government in India. According to Sachdeva (2011), the important amongst them are: 1.
The Local Finance Enquiry Committee (1949-1951) 2. The Taxation Enquiry Commission (1953–54) 3.

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The Committee on the Training of Municipal Employees (1963) 4. The Rural–Urban Relationship Committee (1963–66) 5.

The

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Committee of Ministers on Augmentation of Financial Resources of Urban Local Bodies (1963) 6.

The Committee on Service Conditions of Municipal Employees (1965–68) 7. The AdministrativeReforms Commission (1967) The basic focus and recommendations of each of these can be mentioned succinctly. 1. The Local Finance Enquiry Committee (1949-51) had recommended a separate and distinct tax zone for utilization by local governments without any encroachment by the state or centralgovernment. 2. The Taxation Enquiry Commission (1953–54) had observed that there is a discrepancy between the growth of municipal revenue and the growth of municipal expenditure with
45 regard to important civic services, and had recommended the setting aside of certain taxes for exclusive utilization by or for local government. 3. The Committee on the Training of Municipal Employees (1963) had emphasized on the need forimparting training to municipal personnel and recommended the setting up of training institutes at thecentral level and also in the states. It had entrusted, among other things, the central institute with theresponsibility to prescribe the standards of training and research and to itself serve as a model in this respect. 4. The Rural–Urban Relationship Committee (1963–66) made a comprehensiveenquiry into the urban government set-up,

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urban development and planning machinery, the structureof urban local bodies, municipal personnel, finances of urban local bodies, public participation in urbancommunity development, relation between the state government and local administration,

and aboveall, into the rural–urban relationship. It recommended the evolution of a system of local governmentwhich is capable of responding to the process of interaction and interdependence between the town andits adjoining villages. 5. The

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Committee of Ministers on Augmentation of Financial Resources of Urban Local Bodies (1963-1965),

set upby the Central Council of Local Self Government, identified the reluctance of local bodies to step up taxation even in the field earmarked for it. It recommended them to levy taxes put at their command, to take up remunerative activities which would create permanent non-tax revenue, and to set up statutory urban development boards to undertake town development. 6. The Committee on Service Conditions of Municipal Employees (1965–68), also set up by the CentralCouncil of Local Self-Government, recommended the constitution of state- wide cadres of municipalemployees to ensure that the personnel available for municipal employment would have the desiredcompetence and prestige enjoying appropriate conditions of service. 7. The Administrative Reforms Commission (1966) had, among other agenda, urban local government as its subject of enquiry, and a chapter in the Report of the Study Team on District Administration, set up by the same Commission, is devoted exclusively to urban local bodies. The study team agreed with most of the recommendations of theRural– Urban Relationship Committee (1966). According to Sachdeva (2011: 47), concomitantly, the task forces set up by the Planning Commission in 1983 have
46 suggested thestrengthening of municipalities by improving their tax-base, ensuring timely elections, providing better personnel, improving training programmes, etc., and to merge the urban development authorities into themunicipal system. The state governments have also been appointing committees and commissions to look into one or the other aspect of urban local governments—mainly into their finances, system of grants-in-aid and personnel system. Some state-government-appointed committees on administrative reforms have also included urban local government into their area of study, e.g., the Corporation of Calcutta Investigation Commission (1950) and thePatna Municipal Corporation Committee (1969). For Sachdeva (2011), some of the committees and commissions constituted by the states exclusively for surveying and recommending on urban local governments are as follows: 1. Assam: The Finances of Municipal Committee (1969). 2. Delhi: The Delhi Municipal Organization Enquiry Committee (1948); the Commission on Financesof the Municipal Corporation of Delhi; and New Delhi Municipal Committee (1968). 3. Gujarat: The Municipal Rationalization Committee (1961) and the Grants-in-aid Code Committeefor Municipalities (1964). 4. Haryana: Resource Committee (Local Bodies), 1988 and Municipal Grants Commission (1969). 5. Kerala: The Municipal Grants Enquiry Committee (1965). 6. Madhya Pradesh: The Urban and Local Self Government Committee (1959); the Committee ofEnquiry on the Emoluments and Conditions of Service of the corporation and Municipal Employees (1965). 7. Maharashtra: The committee for the unification of acts relating to municipalities in MaharashtraState (1963). 8. Odisha: The Orissa Local Body (Urban) Administration Enquiry Committee (1963). 9. Punjab: the Local Government (Urban) Enquiry Committee (1957); Reorganization of District Administration (1969); the Punjab Municipal Employees Pay Committee (1969). 10. Tamil Nadu: White Paper on the Reforms of Local Administration in Madras State (1950).

47 2.3. 2 The Central Council of Local Self Government Apart from the recommendations of the committees and commissions constituted by the central and state governments in India, the activities of the Central Council of Local Self Government are worth mentioning.Although the Central Council of Local Self-Government as a purely advisory body was convened in 1948, it was constitutedunder Article 263 of the Constitution of India by an order of the president in 1954 (Inter-State Council Secretariat,Ministry of Home Affairs, GoI, 2016). It consisted first of the central minister of health, and presently, the minister of urban development as its chairman and the ministers of local self-government in the states. The Council is empowered to invite experts and technical advisers to its meetings but they have no right to vote. It may set up committees to investigate into the problems of urban local governments, e.g., the committee of ministers on the

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Augmentation of Financial Resources of Urban Local Bodies (1963) and the Committee on Service Conditions of Municipal Employees (1965).

Originally it addressed problems of both the rural and urban local governments, but since 1958 it has mainly dealt with issues of the latter. The Council considers and recommends broad lines of policy vis-à-vis local government in almost all of its aspects. It prepares proposals for legislation on matters relating to local government, draws up common programmes of action, not least, makes recommendations to the central government regarding allocation of funds to local bodies. It is also empowered to review the objectives accomplished in different areas, especially those where central funds have been utilized. In its annual meetings, the Council passes resolutions and reviews implementation of earlier resolutions (Inter-State Council Secretariat,Ministry of Home Affairs, GoI, 2016). 2.4 The national-level conferences on urban local government The central government in India has, from time to time, convened various conferences of state ministers of local self-government, All India Council of Mayors, commissioners of municipal corporations, housing ministers, and ministers of town and country planning. It has also sponsored various regional and all-India level seminars conducted on topics related to urban government where a constant refrain had been in favour of the constitutional recognition of urban local bodies. To exemplify, the Indian Institute of Public Administration conducted a seminar on Improving City Government (1958) and on the Cabinet System in Municipal
48 Government (1969). Coupled with these seminars, the conferences on urban local government led first to the constitution of the National Commission on Urbanization (1985), and ultimately, to the adoption of the 74 th Amendment Act (1992). According to Sachdeva (2011), the noteworthy conferences regularly convened on urban local government are: 2.4.1 The Conferences of All India Council of Mayors The All India Council of Mayors serves as the forum of the mayors of municipal corporations in India. It was convened in 1959 and has been meeting annually under the chairmanship of the minister of health, when urban development was a part of the Ministry of Health, and under the union minister for urban development since 1985, when a separate ministry of urban development was created. The Council is empowered to discuss matters of interests pertaining to the position of the mayor such as executive responsibilities vis-à-vis constitutional provisions and the amendments thereto, the grant of emergency powers to the mayors, the introduction of the mayor-in-council system, the delegation of additional powers to the mayors vide relevant government orders, and especially, the grant of constitutional recognition to local bodies, and so on. The Council has an executive committee which meets in between its official sessions to deal with issues of municipal corporations that may come up when the Council is not in session (All India Council of Mayors, 2018). 2.4. 2 The Municipal Commissioners' Conference The Municipal Commissioners' Conference was first convened in 1965 at the initiative of the municipal commissioner of Delhi Municipal Corporation. There exists at the state level similar organizations of presidents of municipal committees and executive officers of the municipal committees. For Sachdeva (2011) the conferences of the presidents of municipal committees are empowered to take joint decisions about the implementation of decisions taken by the state government, while the conferences of the executive officers of the municipal committees discuss civic problems, with an emphasis on the improvement of the conditions of civic facilities and services. 2.4. 3 Conferences of State Ministers of Local Self Government/Ministers of Town and Country Planning/Housing Ministers According to Sachdeva (2011: 49), the Ministry of Urban Development convenes conferences of state ministers of local self-government, ministers of town and country planning and housing ministers from time to time to enable them to exchange their views on civic problems, matters

49 relating to regional and urban planning, suggest legislative, administrative and financial measures to solve the problems confronting the states in these fields and to report on the decisions previously taken, and to formulate new policies on the subjects under discussion. 2.5 Towards constitutional recognition A great landmark in the evolution of urban local government in the post-independence period was the setting up of Ministry of Urban Development in 1985. Sachdeva (2011) mentions that in the beginning, urban local government was the responsibility of the Ministry of Health as local government had its beginning in an urge to improve sanitary conditions as recommended by the Royal Army Sanitation Commission (1863). The Ministry of Health looked after both rural and urban government until 1958, when the former was separated from it and put under the charge of Ministry of Community Development. In January 1966,a part of local government, namely, urban development was made the responsibility of the Ministry ofWorks and Housing which was later renamed as the Ministry of Works, Housing and Urban Development.In 1967, the subject

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of urban development was transferred to the Ministry of Health, which was designated as Ministry of Health, Family Planning, Works, Housing, and Urban Development.

In February 1973, the subject of urban development was transferred to the Ministry of Works and Housing. Therefore, with regard to the constitutional status of urban local government two additional developments would have to be mentioned: the role of the Ministry of Urban Development, established in 1985; and, the recommendations of the National Commission on Urbanization, established in 1985 which snowballed into the very basic elements of the constitution amendment bill by which urban local government received constitutional status in 1992. 2.5.1 The Ministry of Urban Development For Sachdeva (2011), it was in 1985 that on realizing the magnitude and complexity of urban problems resulting from urbanization taking place at an alarming rate in the country that Government of India decided to set up a separate Ministry of Urban Development and entrusted it with the responsibilities of broad policy formulation and monitoring programmes in the areas of housing, urban development, urban poverty alleviation, urban water supply and urban transport, in addition to construction and maintenance of central government buildings and management of central government land and property. The ministry has under its administrative control the Central Public Works Department, Directorate of Estates, and National Building
50 Organization as attached offices; Controller of Stationery, Controller of Publications, Land and Development Office, and Town and Country Planning Organization as subordinate offices; Delhi Development Authority, Delhi Urban Arts Commission, National Capital Regional Planning Board, and National Institute of Urban Affairs as autonomous and statutory bodies; and National Building Construction Corporation Ltd., Housing and Urban Development Corporation Ltd. (HUDCO), and Hindustan Prefab Ltd. as public sector undertakings.The state governments have also set up departments/directorates of urban local government in conjunction with other departments of allied nature or as separate departments, on the recommendations of

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the Committee on Augmentation of Financial Resources of Urban Local Bodies (1963),

the Central Council of Local Self Government (1965), the Rural–Urban Relationship Committee (1966), and the Study Team on District Administration of the Administration Reform Commission (1967), to reduce the congestion of work at the secretarial level, to fulfil the need for a field organization on the pattern of the directorates ofother departments, and to serve as a bridge between the municipalities and the state level institutions. 2.5.2 The National Commission on Urbanization Another landmark in the evolution of urban local government was the setting up of National Commission on Urbanization in 1985 by Government of India to make acomprehensive analysis of the rapidly growing phenomenon of urbanization and of the problems caused by it for the urban governments, and to suggest measures to combat it. For Sachdeva (2011), theCommission was set up after a lapse of twenty years of the submission of the reports of the Rural–Urban Relationship Committee (1966) which had also examined the urban government setting comprehensively. The National Commission on Urbanization had examined the various urban problems in depth especially those of dimensions of urbanization, urban future, urban pattern, spatial planning, urban poverty, finance, urban management, housing, conservation, transport, water and sanitation, energy, people's participation, information system, and legal framework, and made recommendations for their solution in its seven volume report submitted in 1988 (Report of National Commission on Urbanisation, Vol. I, 1988). The government had since accepted most of these recommendations and incorporated them in the Constitution (63rd Amendment) Bill, 1989, which was later enacted as the Constitution (74 th Amendment) Act, 1992.

51 According to a literature of the Indian Council of Social Science Research (Vol. I, 1973), the central government has been conscious of the deficiencies in the organization and functions of urban local government and the factors responsible for their dismal performance and deterioration in the post-independence period, such as (a) the drafting of top national leaders in the Parliament and the central government and to some extent in the state legislatures and state governments, resulting in the domination of local bodies by inept politicians and consequent increase in political nepotism and corruption; (b) the increase in functions of municipal bodies due to the increasing pace of urbanization has not been matched by a corresponding increase in their finances resulting in their inability to cope with their increased responsibilities and the deterioration in the quality and quantity of services; (c) local bodies continue to be governed by the early nineteenth century framework of municipal administration, laws and by-laws, rulesand regulations, practices and procedures—the cities today have to plan for the twenty-first century whilethe institutions which are supposed to implement these plans are a hangover of the nineteenth century; (d)the Five Year Plans have hopelessly admitted the severe limitations of municipal administration while doing very little about introducing radical changes in such administration; (e) the Finance Commission which is appointed every five years under the constitution of India is not required to look into the problem of local finance; (f) the states do not generally consider urban problems as of any particular consequence and usually the Ministry of Local Self Government is one of the unimportant ministries; (g) the state governments superseded municipalities and corporations on political grounds though some other excuse was given; (h) the corporations and municipalities are, by and large, centres of inefficiency, corruption, and political nepotism. Most of them are bankrupt and cannot in any way tackle the big problems in the fi eld of housing, transport, environmental pollution, etc. In short, the municipal bodies are not geared to urban planning as understood today but perform municipal functions as understood in the nineteenth century. They have neither the financial viability nor the legal backing to confront urban problems except in the limited sphere of zoning, land use planning, and so on. For Sachdeva (2011), the central government had introduced the Constitution (63rd Amendment) Nagarpalika Bill, in August, 1989, with a view to give power to the people and to strengthen, revamp, and rejuvenate urban local governments. Its main provisions were the constitution of nagarpanchayat for areas in transition from rural to urban areas, ward committees

52 in nagarpalikas and zonal committees in mahanagarpalikas, reservation for Scheduled Cases/Scheduled Tribes and women, state finance commission to recommend the principles to ensure soundness of local bodies finances, conduct of elections by the State Election Commission,

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audit of accounts by the Comptroller and Auditor General of India, and

above all, the grant of constitutional status to local bodies.The Nagarpalika Bill introduced in 1989 was hailed as historic and momentous. It was passed by the Lok Sabha, but it was defeated in the Rajya Sabha by a narrow margin of three votes. The Congress (I) Government again in power, introduced the bill in the formof the Constitution (73rd Amendment) Bill on 16th September, 1991. The Bill was passed as the Constitution (74th Amendment) Act, 1992. It would prove to be the greatest landmark in removing the deficiencies that the urban local governments have been suffering from for the last one hundred years and in strengthening them to ensure their efficient and effective organization and functioning in the best interests of the residents of urban areas in India. 2.6 Conclusion To conclude the current unit it may be observed that the evolution of urban local government in post-independence India has been remarkably sluggish, owing mostly to the inertia of the central and state governments. It was only during the mid-1980s that the central government took some ground-breaking decisions insofar as setting up the Ministry of Urban Development, appointing the National Commission on Urbanization, and the introduction of the Nagarpalika Bill were concerned. These were done with the explicit objective of rejuvenating urban local bodies in the country, with received the ultimate impetus with the enactment of the Constitution (73rd Amendment) Bill (1991) in 1992. Keeping in mind the prognosis of the UN Habitat Report that India would encounter an urban population annual growth rate of 2.38% (UN Habitat, 2012- 2022), the central and state governments would have to step up in future to make Indian cities liveable. With the faithful execution of the various provisions of the Constitution (74 th Amendment) Act, 1992, a revolutionary and accountable functioning of urban local bodies in India can indeed be expected. 2.7 Summary This unit has discussed
the following:
53 ?

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Urban Local Government refers to an institution of governance in a statutory urban setting, demarcated by a definite area and population, which may deliberate, regulate, and implement decisions on subject matters entrusted to it

by the law of the land. ? After achieving independence in 1947, India adopted its constitution on 26 January 1950 where

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the only reference to urban self-government is to be found in two entries

of the State List and the Concurrent List. ? To overcome such deficiencies, the central governments in India instituted from time to time various committees and commissions,

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such as, the Local Finance Enquiry Committee (1949-51), the Taxation Enquiry Commission (1953–54), the

Administrative Reforms Commission (1966), and so on. ? The state governments also, from time to time, constituted committees and commissions for similar purposes concerning urban local bodies, notably in Assam, Delhi, Gujarat, Haryana, Kerala, Madhya Pradesh, Maharashtra, Odisha, Punjab, Tamil Nadu, and West Bengal. ? The Central Council of Local Self Government, established under Article 263 of the Constitution of India by an order of the president in 1954can investigate into the problems of urban local governments, can consider and recommend broad lines of policy vis-à-vis local government in almost all of its aspects.It is also empowered to review the objectives accomplished in different areas, especially those where central funds have been utilized. ? The central government in India has, from time to time, convened various conferences of state ministers of local self-government, All India Council of Mayors, commissioners of municipal corporations, housing ministers, and ministers of town and country planning. It has also sponsored various regional and all-India level seminars conducted on topics related to urban government where a constant refrain had been in favour of the constitutional recognition of urban local bodies. ? A great landmark in the evolution of urban local government in the post-independence period was the setting up of Ministry of Urban Development in 1985. It has been entrusted it with the responsibilities of broad policy formulation and monitoring programmes in the areas of housing, urban development, urban poverty alleviation, urban water supply and urban transport, and so on.
54 ? Another landmark in the evolution of urban local government was the setting up of National Commission on Urbanization in 1985 by Government of India to make a comprehensive analysis of the rapidly growing phenomenon of urbanization and of the problems caused by it for the urban governments, and to suggest measures to combat it. ? The Nagarpalika Bill introduced in 1989 was hailed as historic and momentous. Facing rejection in 1989, it was reintroduced in as the Constitution (73rd Amendment) Bill on 16th September, 1991. The Bill was passed as the Constitution (74th Amendment) Act, 1992. It would prove to be the greatest landmark in providing constitutional status to urban local bodies in India. 2.8 Glossary Commission/Committee: A commission is usually appointed by Government and is entrusted to carry out a task, while a committee can discuss matters only according to fixed rules to make recommendations. Concurrent List:The Concurrent List or List-III is a list of 52 items given in the Schedule Seven to the Constitution of India. Constitution (Amendment) Act: An amendment is an addition/alteration made to a constitution or any legal document. In case of the Constitution of India, the parliament may amend the provisions of the Constitution following procedures mentioned in Article 368. Mahanagarpalika: Municipal Corporation in India. Nagar Panchayat: Town Council or Notified Area Council in India. Nagarpalika: Municipality with its own local council and officials in India. State List: The State List or List-II is a list of 61 items. Initially there were 66 items in the list in Schedule Seven to the Constitution of India.

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Urban Local Government: an institution of governance in a statutory urban setting, demarcated by a definite area and population, which may deliberate, regulate, and implement decisions on subject

matters entrusted to it
by the Constitution. 2.9 Model Questions Long Answer Type 1. Discuss in detail the roles and recommendations of the committees and commissions on urban local government set up by the central government in India.
55 2. Discuss in details the composition and functions of the Central Council of Local Self Government in India. 3. What have been the contributions of the national-level conferences on urban local government convened by the central government in India? 4. What roles did the establishment of the Ministry of Urban Development and the National Commission on Urbanization have with regard to providing constitutional recognition to urban local bodies in India? Short Answer Type 1. Discuss briefly the powers and functions of the All India Council of Mayors. 2. Discuss briefly the issue areas in which state-level commissions/committees on urban local government have made recommendations in India. 3. What were the recommendations of the Administrative Reforms Commission with regard to urban local government in India? 4. What according to the Indian Council of Social Science Research (1973) were the factors responsible for the poor performance of urban local bodies in India? 5. Discuss briefly the politics through which the Nagarpalika Bill (1989) become the Constitution (74th Amendment) Act, 1992? 6. What were the reasons behind the establishment of the National Commission on Urbanization? 2.10 References “Augmentation of financial resources

89% **MATCHING BLOCK 69/321** **SA** c-2nd.docx (D21510546)

of urban local bodies: report of the Committee of Ministers constituted by the Central Council of Local Self Government" (

New Delhi: Controller of Publications, 1965). "Formations,"

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56 "Report of the

100% **MATCHING BLOCK 70/321** **SA** Sanjay Kr. Pandey_Economics_130.pdf (D44467227)

Committee of Ministers on Augmentation of Financial Resources of Urban Local

Governments" (New Delhi: Manager of Publications, 1965). "Report of the Committee on the Training of Municipal Employees" (New Delhi: Ministry of Health, 1963). "Report of the Local Finance Enquiry Committee" (Delhi: Manager of Publications, 1951). "Report of the Rural–Urban Relationship Committee," Vol. 1 (New Delhi: Ministry of Health and Family Welfare, 1966). "Report of the Study team on District Administration" (Delhi: Manager of Publications, 1967). "Report of the Taxation Enquiry Commission," Vol. 3 (New Delhi: Ministry of Finance, Government of India, 1953–54). A Survey of Research in Public Administration,Vol. I(New Delhi: Allied Publishers, 1973). Sachdeva, P., Local Government in India (New Delhi: Pearson, 2011). The Constitution of India (New Delhi: Ministry of Law and Justice, Government of India, 2007). UN Habitat Reports (2012-2022). URL: https://unhabitat.org/fr/node/91195. UNIT III CONSTITUTIONAL STATUS

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OF URBAN LOCAL GOVERNMENT Structure 3.1 Learning Objectives 3.2Introduction 3.3The Structure of Urban Local Government in India 3.4 Role and Responsibilities of Urban Local Government 3.5

Issues and Challenges necessitating Reforms of Urban Local Bodies 3.6 Conclusion 3.7 Summary 3.8 Glossary 3.9 Model Questions 3.10 References 3.1

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Learning Objectives After studying this unit, you are expected to: ? Identify the structural and functional aspects of Urban Local Government in India before the

enactment of the Constitution (74 th Amendment) Act, 1992.
57 ? Identify and analyse the roles and responsibilities of Urban Local Bodies in India and the issues which necessitated their constitutional recognition. ? Understand the requirement for further reforms in the light of recent issues and challenges faced by ULBs in India. 3.2 Introduction Although there is a long history of urban local government (ULG) in India, there has been inadequate provisions in the Constitution of India
with regard to urban local bodies (ULBs) which show

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that activities of such bodies in urban areas were initially not considered as obligatory or binding. The Directive Principles of State Policy (

Part IV of the Constitution
of India)
refer only to village panchayats, whereas, the State List (Entry 5) and the Concurrent List (Entry 20) implicitly refers to the subject of the ULBs: the

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powers of municipal corporations, improvement trusts, district boards, and other local authorities for the purpose of local government or village administration (2007: 22, 327, 332). In the

lack of constitutional recognition, therefore, urban local bodies were left to the discretion of the respective states which then passed Municipal Acts to legitimise the organisation and functioning of such bodies. But,

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irregular elections to these bodies, indefinite and frequent suspensions, inadequate devolution of powers and resources led to the weakening of the

structure and processes of urban local bodies throughout India. There was an urgent need to evolve mechanisms guaranteed by the Constitution, in terms of defining and improving the relationship between ULG and state governments, to demarcate its functions and sources of revenue, and to ensure

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regular elections and participation of members in planning and implementation of various development schemes and projects,

not least, the

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representation of all sections of the society through reservation of minimum seats for vulnerable

sections. The year 1985 saw the beginning of urban reforms in India with the creation of the Ministry of Urban Development by the Government of India. The Ministry then promptly formed the National Commission on Urbanisation (NCU) in 1985 to study urban issues and recommend strategies of development. It held several workshops, seminars, and consultations before submitting its report. The report of the NCU paved the way for legislative actions, snowballing into the constitutional recognition of ULBs in India.

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The Joint Parliamentary Committee (JPC) conducted extensive studies of the functioning of municipalities and held discussions with state governments. The proposed Constitution Amendment Bill concerning 58 urban local government was

introduced in parliament in 1989. It was passed by the Lok Sabha, but it was defeated in the Rajya Sabha by a narrow margin of three votes. The Congress (I) Government again in power, introduced the bill in the form of the Constitution (73rd Amendment) Bill on 16th September, 1991. The Bill was passed as
the Constitution (74

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th Amendment) Act, 1992. It came into force on 1st June, 1993. A window of one year was given to the state governments to

adopt legislations ensuring

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conformity with the provisions of the 74 th Amendment Act (1992). In effect state municipal laws were amended to incorporate various provisions with regard to

the composition and functions of municipal bodies. In this unit, the focus would be on the constitutional status of urban local government in India. It would delineate the structure, role and responsibilities of urban local government in India, before the passage of the 74 th Amendment Act (1992). It would also describe the issues and challenges faced by urban local bodies in India which necessitated a direct intervention by the central government to bestow constitutional recognition on ULBs to ensure uniformity of organization and functional efficiency. 3.3 The Structure of Urban Local Government in India Prior to the 74 th Amendment Act (1992), the statutes of respective states and Union Territories determined the constitution of municipal bodies in India. There were two types of Acts, viz. the Municipal Corporation Act and the Municipal Act which prescribed the structure of ULB in respective states. There has been a

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deliberative wing consisting of the elected body—headed by the city's Mayor or a Chairman, as the case may be—

which had the power to advice or take action in an issue-based manner. On the other hand, there has been an executive wing led by the Municipal

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Commissioner, normally an officer of the state government. In bigger

municipal corporations, the Commissioner is a cadre of the Indian Administrative Service or a senior member of the state civil service. In cities like Mumbai or Delhi, the organization of the municipal corporation comprise the Mayor on top of the system, followed by the Standing Committee, the Commissioner and additional zonal commissioners in charge of various affairs ranging from education to electricity taxes and transfer duty. On the other hand, smaller municipalities catering to about 120 thousand inhabitants have limited number of departments, limited roles and functions. The departments may range from Public Works, Public Health, and Water Supply, to License, Town Planning, Street Light, and Taxes. The roles and functions may range from ensuring

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maintenance of civil services and 59 facilities such as water supply and sewage system, issuing license and permits for shops and businesses, regulating shops and markets, running health services, to

the maintenance of land record and properties owned by it.

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The Municipal Commissioner, a state-appointed officer, is the head of the executive arm of the Municipality. The Commissioner is vested with executive powers, although the Municipality as a legislative body lays down policies for the governance of the city. The tenure of the Commissioner is

fixed by the concerned state government, whereas his/her powers are delineated in the statutes and/or delegated by the corporation or the Standing Committee.

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The Mayor in the Municipal Corporation is usually chosen through indirect election by the Ward Councillors from among themselves for a term of one year, which is renewable. The Mayor

is generally not vested with

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executive authority. The Councillors act by the Standing Committee exercising executive, supervisory, financial, and personnel powers.

The Standing Committee is composed of elected members. The Mayor-in Council system was introduced in West Bengal in 1984. The system comprises the

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Mayor and a Council of elected members with individual portfolios. The Municipal Commissioner acts as the Principal Executive Officer

and is

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subject to the control and supervision of the Mayor as the Chief Executive Officer,

thereby ensuring adequate checks and balances. In India, a city is divided into wards. All the wards of a city

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form a Ward Committee, comprising elected Councillors. The Ward Committee is subject to general supervision of the Mayor-in-Council.

It looks after the functioning of

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water supply, drainage, collection and removal of solid waste, disinfection and health services, housing services, lighting,

repair and maintenance of roads, parks, and drains. Article 243S of the Constitution of India provided

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for the constitution and composition of Wards Committees, etc. (2007: 141). There

may also be a Directorate of Municipal Administration headed by the Director Local Bodies. Normally, the Municipal Commissioner is a senior officer than the Director Local Bodies, thereby placing him/her directly under the control of the concerned state government. However, as noted by Maheshwari (1971),

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the control of the state government over ULBs has often degenerated into spasmodic, intermittent bouts, and was often negative,

thereby necessitating a uniform system of accountability and intervention. Citing a variety of reasons for the weakness and ineffectiveness of ULBs in many states which included

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the failure to hold regular elections, prolonged supersession and inadequate 60 devolution of powers and functions,

the
central government introduced the 73 rd Amendment Bill(1991) which was enacted as the Constitution (74 th Amendment) Act, 1992.

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The Act introduced political, functional and fiscal empowerment with reservation of seats to women and other weaker sections (243T),

the duration of Municipalities, etc. (243

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U), creation of wards committees (243S),listing municipal functions with the Schedule XII in the constitution, and creation of State Finance Commission (243Y) (2007: 141-143, 144-145, 356). Among these Schedule XII and Article 243Y are discretionary: states have not devolved the functions as per Schedule XII in many cases,

but other functions are implemented as per constitutional mandates. As per the Sixth Report of
the Second

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Administrative Reforms Commission (2007), there were no major changes in the structural and functional elements of ULBs till the 74 th Amendment Act (1992), despite rapid urbanization and

the consequential increase in the issues and problems of urban areas in India. The powers and functions of these bodies were subject to the discretion of states, which in most cases were apathetic towards city administration. The 74 th Amendment Act (1992) brought about a paradigm shift by bestowing constitutional status upon ULBs. The Amendment conforms to the principal of subsidiarity, which

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stipulates that functions shall be carried out closest to citizens at the smallest unit of governance possible, and delegated upwards only when the Local Unit cannot perform the task.

The report of the Second Administrative Reforms Commission (ARC) recommended that the same principle must inform the future

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reform packages for the ULBs. The constitutional status of the ULBs has ensured permanency to these entities of self-government, bestowing them with the mandate of planning for development and social justice

in local areas. 3.4 Role and Responsibilities of Urban Local Government According to Vaidya (2009), municipal governance in general was not stable in India till the passage of the 74 th Amendment Act (1992). Prior to its enactment,

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the ULBs were either summarily suspended or superseded. Even when they were functioning, their financial status was abject. The National Commission on Urbanization (1985) submitted its report in 1988, advising the rejuvenation of the financial status of ULBs for which

three measures were suggested: first, the development of mechanisms for the devolution of funds to ULBs from the state budget; second, the allocation of more finance in the Five-Year Plans; and third, the strengthening of the taxation base of ULBs (Report of National Commission on Urbanisation Vol. VIII, 1988).
61

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The Article 243W of the Constitution of India states the powers, authority, and responsibilities of Municipalities, etc. (2007: 144). It directs the legislature of a state to endow Municipalities with such powers and authority as may be necessary to enable them to function as institutions of self-government.

Over the
years, however, the assigned functions and revenues of the ULBs have been steadily encroached upon by certain specialized agencies of the state government. These agencies, such as, Infrastructure Boards, and so on, had usurped various responsibilities of municipalities like water supply and sewerage. These agencies often worked without the knowledge or support of the ULBs, and as noted by the report of the Second ARC (2007) contributed to the weakening of the authority of municipal bodies. Consequently, ULBs remained ill-equipped to respond to emerging problems or issues, lacking necessary organizational ability, manpower, and resources. Moreover, to make matters worse,

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urban areas attracted less attention from politicians and policy-makers due to predominantly rural character of Indian society. In India, there are multiple agencies operating

in similar issue-areas within a definite city which often leads to jurisdictional and technical complications. These include a range of para- municipal agencies as well,

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such as Development Authority or Improvement Trust, local-level Water and Sanitation Agency,

and so on. Functions and responsibilities listed in the Schedule XII have not been transferred to ULBs in most states. The specialized agencies of the state governments and the ULBs at times have overlapping mandates, such as housing and infrastructure development. The agencies often become unaccountable to the local population, as they are not answerable to the ULBs or have more powers than the latter. In effect, a strong need has been felt to devise suitable mechanisms for better coordination at the local level, by treating the ULB as the primary local institution for vertical and horizontal coordination, representing local needs and enjoying popular support. In this regard, the Schedule XII has to be reviewed by the parliament to determine local accountability, and the mandatory—not discretionary—transfer of functions to the ULBs. 3.5 Issues and Challenges necessitating Reforms of Urban Local Bodies According to the Government of India (2014), urban local government is expected to play many roles, as:

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a) A Regulator, namely the administration of various acts and regulations. 62 b) A Provider, that involves providing urban services efficiently and equitably by managing its accounts effectively and efficiently. c) An Agent that takes the schemes of higher-level Government to the people. This includes promotion of popular participation. d) A Welfare Agency, which provides active assistance to higher level governments in the equitable distribution and delivery. e) An Agent of Development, who strives for improvement in the quality of life through the augmentation of infrastructure. Additionally,

ULBs are required to provide various services to the inhabitants of urban areas, and to serve as mechanisms for deepening democratic participation. The demand for standardizing and rationalizing the structure of ULBs led to the enactment of the 74 th Amendment Act (1992). Although the Act

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did not specify the manner of election, tenure or powers of the Mayors of urban local bodies, some states

have directly elected mayors, with varying tenure and powers. According to Kumar (2019),

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the directly elected Mayor is expected to tap the support of bureaucrats by presenting himself as a people's representative of the city. The direct election provides the required legitimacy to the Mayor to interact, demand, and get work executed in the best interest of the city.There is also an obverse view that an empowered executive at the city can be achieved through an indirectly elected Mayor-in-Council system in which the Mayor remains accountable to the council.

52% **MATCHING BLOCK 105/321** **W**

The Mayor has to form a Council out of the elected Councillors which was to aid and advice the Mayor.

In effect, a cyclical system has been established in most states. The Second ARC (2007) noted that theMayor

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in the Urban Local Government in most states enjoys primarily a ceremonial status, with the Commissioner, appointed by the State Government, having all the powers.

According to Jha (2018), often the Mayor ends up acting as the opposition to the Municipal Commissioner, which is a major issue if the latter is averse to negotiations. Such situations create gridlocks which are difficult to overcome without the direct intervention of the concerned state government. There are two recommendations in this regard: first, with regard to powers and functions; and second, with regard to tenure. In the first case, it has been

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recommended that the functions of chairing the Municipal Council and exercising executive authority should be combined in the same functionary, i.e., Chairman or Mayor, while the MunicipalCommissioner is to perform the functions delegated to him/her.

The selection of the Municipal Commissioner is also
63 recommended to the authority of the Mayor who is expected to be accountable to the electorate. Secondly, the uniformity of the Mayor's tenure has also been recommended at five years across the country, so as to ensure continuity and accountability. Similarly, according to theAnnual Survey of India's City-Systems, ASICS (2016), the tenure of the Municipal Commissioner is also recommended to be fixed for a reasonably fair period. With regard to the role of ULBs in Flagship Programmes of the Government of India, it has been recommended that an excessive reliance on private consultants must be avoided, with an increase in popular participation, and a thorough rejection of common sets of solutions for all cities across India as impractical, therefore, redundant. According to Khan et al. (2018), Flagship Programmes such as the prior Jawaharlal Nehru National Urban Renewal Mission or the current Smart Cities Mission have often eroded the autonomy of ULBs, leading to more direct control of such bodies by the state governments. This is also a trend which has to change, if the future efficacy of ULBs is to be secured. 3.6 Conclusion The effective governance of urban areas demands institutions of local government that are vibrant and accountable—

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with sufficient autonomy to be able to respond to the needs and aspirations of the inhabitants of urban areas. Although this has been accepted

in theory, in practice there has been a remarkable reluctance to share power in the post-independence era with local bodies, which has directly contributed towards the latter's underdevelopment. Acknowledging these aspects and as a means for redressal, the central government resolved to bestow constitutional recognition upon urban local bodies in India. The 74 th Amendment Act (1992) attempted to redress the situation, however, despite the passage of three decades, the real transfer of power to ULBs is still to occur. With remarkable strides in urbanization, cities in India are now experiencing infrastructural and service-oriented crises. To tackle these, the central government is giving a wide berth to the state governments, with the expectation that these would undertake reforms at the level of the ULBs to strengthen its organization and resource base. Just as the constitutional status of ULBs were an issue in the early 1990s, being resolved with the passage of the 74 th Amendment Act (1992), the urgent matter now is with regard to further reforms vis-à-vis the roles and responsibilities of ULBs, necessitating further legislative action.

64 3.7 Summary This unit has discussed the following: • Although there is a long history of urban local government in India, there has been inadequate provisions in the Constitution of India with regard to urban local bodies (ULBs). •

96%	MATCHING BLOCK 109/321	W

The Directive Principles of State Policy (Part IV of the Constitution of India)

refer only to village panchayats, whereas, the State List (Entry 5) and the Concurrent List (Entry 20) implicitly refers to the subject of the ULBs. • In the lack of constitutional recognition, urban local bodies were left to the discretion of the respective states which passed Municipal Acts to legitimise the organisation and functioning of such bodies. • Various functional problems led to the weakening of the structure and processes of urban local bodies throughout India. There was an urgent need to evolve mechanisms guaranteed by the Constitution to regularize the functioning of ULBs in India. • Prior to the 74th Amendment Act (1992),

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the statutes of respective states and Union Territories determined the constitution of municipal bodies in India. There has been a deliberative wing consisting of the elected body headed by the Mayor,

and an executive wing led by the Municipal Commissioner. • The creation of the Ministry of Urban Development (1985) which set up the National Commission on Urbanisation (NCU) in the same year ultimately snowballed into the constitutional recognition of ULBs in India. • The proposed Constitution Amendment Bill concerning urban local government was introduced in parliament in 1989. The Bill was passed as the Constitution (74th Amendment) Act, 1992. It came into force on 1st June, 1993. • Although

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state municipal laws were amended to incorporate various provisions with regard to

the composition and functions of municipal bodies, the transfer of powers to municipal bodies has been neglected. • The 74th Amendment Act (1992) conforms to the principal of subsidiarity, which

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stipulates that functions shall be carried out closest to citizens at the smallest unit of governance possible, and delegated upwards only when the Local Unit cannot perform the task. •

Article 243S of the Constitution of India provided for the constitution and composition of Wards Committees, etc. Although

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Article 243W of the Constitution of India states the powers, 65 authority, and responsibilities of Municipalities, etc.

the assigned functions and revenues of the ULBs have been steadily encroached upon by certain specialized agencies of the state government. Consequently, ULBs remained ill-equipped to respond to emerging problems or issues, lacking necessary organizational ability, manpower, and resources. • The Flagship Programmes of the Government of India have also sometimes eroded the autonomy of ULBs, however, certain recommendations have been put forward to ensure the future efficacy of ULBs and its jurisdictional autonomy vis-à-vis their respective state governments. 3.8 Glossary Concurrent List:The Concurrent List or List-III is a list of 52 items given in the Schedule Sevento the Constitution of India. Constitution (Amendment) Act: An amendment is an addition/alteration made to a constitution or any legal document. In case of the Constitution of India, the parliament may amend the provisions of the Constitution following procedures mentioned in Article 368. Nagarpalika: Municipality with its own local council and officials in India.

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Principle of Subsidiarity: The Principle stipulates that the functions shall becarried out closest to citizens at the smallest unit of governance possible, anddelegated upwards only when the Local Unit cannot perform the task.

State List: The State List or List-II is a list of 61 items. Initially there were 66 items in the list in Schedule Seven to the Constitution of India.

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Urban Local Government: an institution of governance in a statutory urban setting, demarcated by a definite area and population, which may deliberate, regulate, and implement decisions on subject

matters entrusted to it
by the Constitution. 3.9 Model Questions Long Answer Type 1. Discuss the process of granting constitutional status to urban local government in India, with special reference to the 74th Amendment Act (1992). 2. What has been the role of the National Commission on Urbanization (1985) toward the grant of constitutional status to urban local bodies in India? 3. What are the ways in which ULBs in India were structured prior to the enactment of the 74th Amendment Act (1992)? What was the function of the Mayor-in-Council?
66 4. What were the types of empowerment introduced by the 74th Amendment Act (1992) for city dwellers in India? What are the major issues and challenges faced by ULBs in India? Are administrative reforms vis-à-vis ULBs necessary? Short Answer Type 1. Discuss briefly the politics through which the Nagarpalika Bill (1989) become the Constitution (74th Amendment) Act, 1992? 2. What were the reasons behind the establishment of the National Commission on Urbanization? 3. Discuss the relationship between the Mayor and the Municipal Commissioner as the state-appointed officer of the Municipality. 4. What were the recommendations of the Second Administrative Reforms Commission (2007) with regard to the principal of subsidiarity followed by urban local bodies in India? 5. According to the Government of India (2014), what are the roles that ULBs are expected to play, and what are the services that they are expected to deliver? 6. What are the recommendations by various experts vis-à-vis diminishing the tussle between the office of the Mayor and the office of the Municipal Commissioner in India? 3.10 References "Second Administrative Reforms Commission (6th Report), Local Governance," (New Delhi: Government of India, 2007). URL:

80% **MATCHING BLOCK 117/321** **W**

https://www.darpg.gov.in/sites/default/files/local_governance6.pdf. Annual Survey of India'

s City-Systems (Bengaluru: Janaagraha, 2016).

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67 UNIT IV 74 th CONSTITUTIONAL AMENDMENT ACT: FEATURES Structure 4.1 Learning Objectives 4.2 Introduction 4.3 The Constitution and Composition of Municipalities and Ward Committees 4.4 Powers, Authority, and Responsibilities of Municipalities 4.5 Elections, Finances, and the Committees for District and Metropolitan Planning 4.6 Conclusion 4.7 Summary 4.8 Glossary 4.9 Model Questions 4.10 References 4.1 Learning Objectives After studying this unit, you are expected to: ? Identify the necessities of the Constitution (74 th Amendment) Act, 1992. ? Identify and analyse the features and provisions of the Constitution (74 th Amendment) Act, 1992. ? Understand various aspects of municipal finances and district/metropolitan planning as functional domains of Urban Local Government in India. 4.2 Introduction Prior to

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the enactment of the Constitution (74 th Amendment) Act, 1992, in the lack of constitutional recognition, urban local bodies (ULBs) were

left to the discretion of the states which comprise the Indian Union. These states had passed Municipal Acts to legitimise the organisation and functioning of such bodies. But,

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irregular elections to these bodies, indefinite and frequent suspensions, inadequate devolution of powers and resources led to the weakening of the

structure and processes of urban local bodies throughout India. There was an urgent need to evolve mechanisms guaranteed by the Constitution, in terms of defining and improving the relationship between ULG and state governments, to demarcate its functions and sources of
68 revenue, and to ensure

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regular elections and participation of members in planning and implementation of various development schemes and projects,

not least, the

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representation of all sections of the society through reservation of minimum seats for vulnerable

sections. The year 1985 saw the beginning of urban reforms in India with the creation of the Ministry of Urban Development by the Government of India. The Ministry then promptly formed the National Commission on Urbanisation (NCU) in 1985 to study urban issues and recommend strategies of development. It held several workshops, seminars, and consultations before submitting its report. The report of the NCU paved the way for legislative actions, snowballing into the constitutional recognition of ULBs in India.

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The Joint Parliamentary Committee (JPC) conducted extensive studies of the functioning of municipalities and held discussions with state governments. The proposed Constitution Amendment Bill concerning urban local government was

introduced in parliament in 1989. It was passed by the Lok Sabha, but it was defeated in the Rajya Sabha by a narrow margin of three votes. The Congress (I) Government again in power, introduced the bill in the form of the Constitution (73rd Amendment) Bill on 16th September, 1991. The Bill was passed as
the Constitution (74

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th Amendment) Act, 1992. It came into force on 1 st June, 1993. A window of one year was given to the state governments to

adopt legislations ensuring

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conformity with the provisions of the 74 th Amendment Act (1992). In effect state municipal laws were amended to incorporate various provisions with regard to

the composition and functions of municipal bodies. The present unit will deal with the features and provisions of the Constitution (74 th Amendment) Act, 1992. It will be divided into three sections based on the provisions of the 74 th Amendment Act (1992: 1-6): first, on the constitution, composition and duration of municipalities and ward committees, with special emphasis on reservation of seats; second, on the powers, authority, and responsibilities of municipalities; and third, on municipal elections, finances, audit, and committees for district and metropolitan planning. 4.3 The Constitution and Composition of Municipalities and Ward Committees As

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the 74 th Amendment Act (1992) came into effect on 1 st June, 1993, a new section was inserted in the Constitution of India, viz. Part IXA relating to the Municipalities (Articles 243P through 243ZG) (2007: 139-149) along with

the Schedule XII

97% **MATCHING BLOCK 127/321** **SA** Unit 4.docx (D112923140)

which defines the functions in respect of which schemes for economic development and social justice are to be implemented by the municipalities

vide Article 243W of the Constitution of India. According to the 74 th Amendment
69 Act, the state government is required to constitute either of the

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three types of municipalities depending upon the population/population density, size of area, revenue generated for local bodies, percentage of employment/dependence on agricultural or non-agricultural activities,

vide Art. 243Q of the Constitution of India: a. Nagar Panchayats for transitional areas, i.e., transition from rural to urban areas. These areas are neither purely rural nor purely urban

60% **MATCHING BLOCK 129/321** **SA** Unit 4.docx (D112923140)

with regard to their social, economic, and cultural aspects. It must have a population that is less than 25 per cent dependent upon agriculture and/or exhibiting rural socio-cultural norms, or remaining on industrial and service-sector employment. b. Municipal Council for a smaller urban area. c. Municipal Corporation for a larger urban area.

The
Act does not include areas demarcated as military cantonments and/or Industrial Townships. As

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demographic and other factors—on which the constitution of these bodies is based—varies from state to state, the respective state legislatures frame their own laws to declare the form of Urban Local Government for any particular area.

The state governments, vide Art. 243R (1), are

77% **MATCHING BLOCK 131/321** **SA** Unit 4.docx (D112923140)

responsible for holding direct elections for the Ward Councillors. The number of Councillors is also fixed by the state government.

Direct election of Ward Councillors enable the realization of grassroots democracy. Along with directly elected Ward Councillors, persons with special knowledge or expertise can be nominated to the municipalities, vide Art. 243R (2ai) of the Constitution of India. This can channelize their expertise towards the betterment of the community, although such individuals cannot vote in local bodies. Moreover, any elected member of the Lok Sabha or the state legislative assembly residing in the area of a particular municipality

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is also its ex-officio member. This provision boosts the resource base of the local body, as such elected Members of Parliament or State Legislative Assembly often serve as interfaces between the local and state/Union administration. Vide Art. 243S, all Chairpersons of the Committees constituted as per Clause 5 are the members of the respective ULB. Various ward committees are constituted

in such a way that their Chairpersons would, in theory, ensure realistic plan formulation and implementation, keeping the links between ULBs and state/central government intact. The state governments are also required to evolve the process of elections of the Chairpersons of ULBs, not least, decide on matters relating to disqualification of any member of
70 the municipality, vide Art. 243V (2). The state governments have been directed by the 74 th Amendment Act (1992)

58% **MATCHING BLOCK 133/321** SA Unit 4 D1.docx (D112391601)

to constitute and decide upon the composition of Wards Committees in all municipalities having a population of more than three lakhs (Art. 243S). The Ward Committees serve as

the bridge between ULBs and the citizens, providing

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a space for their active participation local-level planning. These committees prepare and submit ward development schemes for allotment of funds, ensure proper utilization of allotted funds, oversee maintenance of public utilities safeguarding the assets of the

municipal corporation. All the aforementioned mandates of the state governments are to be carried out with due obeisance to reservation policies

81% **MATCHING BLOCK 135/321** SA Unit 4.docx (D112923140)

of the Government of India.In order to ensure adequate representation to Scheduled Castes, Scheduled Tribes and women, seats have been reserved

in urban local bodies, vide

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Article 243T (2007: 141-142).The proportion of seats reserved for SC/ST candidates to the total member of seats is nearly same as the proportion of the population of SC/ST in the municipal area, with a minimum one-third of the total member of seats reserved for SC/ST being reserved for women belonging to

SC/ST
communities. These

78% **MATCHING BLOCK 137/321** SA Unit 4.docx (D112923140)

mandatory provision is applicable only on directly elected members. The state governments may decide reservation criteria to the offices of Chairpersons in case of SC/ST and women candidates. It has the optional power for reservation of member

for

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seats with regard to Backward Classes as Members or Chairpersons of Municipalities. In order to bring uniformity, the term for each Municipality has been fixed for five years from the date appointed for its first meeting, vide Art. 243U. State governments, through the office of Chief Election Commission, are responsible for conducting elections before the expiration of the duration of the municipality. It has no power to supersede/suspend the ULBs but, may dissolve any municipality. In this regard, a reasonable opportunity must be provided to the concerned municipality, before its dissolution. In case of dissolution, elections have to be conducted within six months from the date of dissolution. As per the provisions of the Act, the municipality constituted owing to dissolution of the previous will

be in office only for the remaining duration of the term. 4.4 Powers, Authority, and Responsibilities of Municipalities Urban local government functions on the basis of the principle of decentralization of powers which demands a balanced sharing of authority

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between the state and Urban Local Governments to make municipalities truly a unit of local self-government, enabling them to administer their 71 respective areas,

as well as to ensure democracy at the grassroots. As per the 74 th Amendment Act (1992: 3),

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state governments are to bestow requisite powers and authority so as to enable ULBs to prepare plans for bringing economic development and ensuring social justice to carry out their functions and responsibilities conferred upon them including those in relation to the matters listed in Schedule XII. Also, toimplement various schemes, projects and programmes, etc.

Under Art. 243W there are 18 Schedule XII functions (2007: 356) entrusted to municipalities in India:

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urban planning including town planning;regulation of land use including construction of buildings; planning for economic and social development;

provisions for

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roads and bridges; water supply for domestic, industrial and commercial purposes; public health, sanitation conservancy and solid waste management; maintaining fire services; urban forestry, protection of the environment and promotion of ecological aspects; safeguarding the interests of the weaker sections of the society including the

77%	MATCHING BLOCK 143/321	SA	Final Urban_Local_Governance_in_India-_Organis ... (D121398204)

handicapped and mentally retarded; slum improvement and up gradation; urban poverty alleviation; provision of urban amenities and facilities such as parks, gardens and playgrounds; promotion of cultural, educational and aesthetic aspects; burials and burial grounds and cremations, cremation grounds and electronic crematoriums; cattle pounds and prevention of cruelty to animals; vital statistics including registration of births and deaths; public amenities including street lighting, bus stops, parking lots and public conveniences; and

finally, regulation of slaughter houses and tanneries.
Apart from these powers, municipalities in India can be entrusted with other functions by acts of legislature in order to bring about a qualitative change in the standard of living and to ensure overall sustainable development. 4.5 Elections, Finances, and the Committees for District and Metropolitan Planning

95% **MATCHING BLOCK 144/321** **SA** Unit 4.docx (D112923140)

The State Election Commission constituted under article 243K of Part IX of the Indian Constitution has been vested with the power to superintend, direct, and control the preparation of electoral rolls for the smooth, free and fair elections to the municipalities. This function has been entrusted under Article 243ZA

of the Constitution of India (2007: 145). Apart from elections, for the transparent execution of the Schedule XII functions, it is essential to provide municipalities with adequate financial resources, which is ensured by Art. 243X. The state legislature can authorize the municipalities within its domain

68% **MATCHING BLOCK 145/321** **SA** Unit 4.docx (D112923140)

to levy, collect and appropriate taxes, duties, tolls, and fees. It may also assign taxes and duties collected by the state government

to municipalities,
72

100% **MATCHING BLOCK 147/321** **SA** Unit 4.docx (D112923140)

and grants-in-aid from the Consolidated Fund of the state. It also provides for constitution of funds by the municipalities for crediting and withdrawal of

monetary funds.

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The Finance Commission constituted under Art. 243Y (2007: 144-145) for reviewing the financial position of Panchayati Raj Institutions has also been assigned the task of reviewing the financial position of municipalities. It makes recommendations: a. for distributing between the state and municipalities the netproceeds of taxes, duties, tolls and fees, which are leviable by the state government; b. for allocation of share of such proceeds between municipalities at all levels in the state; c. to determine the taxes, duties, tolls and fees to be assigned or appropriated by the municipalities; d. for grants-in-aid to municipalities from Consolidated Fund

ofState; and e.

88% **MATCHING BLOCK 148/321** **SA** Unit 4.docx (D112923140)

for measures needed to improve the financial position of municipalities. Moreover, the maintenance of accounts of municipalities and their audit under Art. 243Z is to be done as per the provisions of the respective state law. The State Legislatures can make provisions for this purpose as per the local needs and available institutional framework.

Further, to bring about

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coordination and cohesiveness between different governing bodies like Panchayats Raj Institutions (PRIs) and Municipalities, comprehensive planning mechanisms had to be evolved.

To fulfil

89% **MATCHING BLOCK 150/321** **SA** Unit 4.docx (D112923140)

this aim, provision for the constitution of Planning Committee at the District Level has been incorporated in 74 th Amendment Act (1992: 4-5) under Art. 243ZD for the consolidation of plans of PRIs and Municipalities so as to ensure overall development of the district. As

per the Act,

67% **MATCHING BLOCK 152/321** **SA** Unit 4.docx (D112923140)

four-fifth of the total number of the members of Planning Committee must be elected from among the directly elected members of PRIs and Municipalities and their representation should be in proportion to the ratio of rural and urban population in the district. The District Planning Committee is to prepare plans giving due regard to

the

77% **MATCHING BLOCK 151/321** **W**

common interest between panchayats and municipalities including spatial planning, sharing of water, other physical and natural resources, integrated development of infrastructure and environmental conservation, as well as the extent and type of available

financial and other resources. The

77% **MATCHING BLOCK 153/321** **SA** Unit 4.docx (D112923140)

draft plans are to be forwarded by the Chairperson of the Committee to the state government for approval. Vide Art. 243ZE (2007: 147-148), there exists a provision for constituting a Metropolitan Planning Committeefor the areas designated as Metropolitan with the size of population of 10 73 lakhs and above. The purpose is to prepare aconsolidated and comprehensive plan for the Metropolitan area as a whole.

As per the 74 th Amendment Act,

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two-thirds of the total member of its members must be selected from among the directly elected members of Municipalities and their representation should be in proportion to the ratio of rural and urban population in that area. To ensure better planning

and

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close cooperation and coordination between Union, State and Local government,

provisions have

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been made to have representation of various Union and State level Committees, organisations and institutions, if deemed necessary.

The

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Metropolitan Planning Committee is to prepare the draft plans giving due regard to

the

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draft development plans prepared by panchayats and municipalities of the area, common interest between panchayats and municipalities including co-ordinated spatial planning, sharing of water, other physical and natural resources, integrated development of infrastructure and environment conservation, the extent and type of investments likely to be made by the Union and State government and type of available financial and other resources. The draft plan has to be prepared keeping in view the overall objectives and priorities set by both the Union and State Governments.

The

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draft plans are to be forwarded by the Chairperson of the Committee to the State Government. Vide Art. 243ZC (2007: 146), nothing in Part IXA shall apply to Scheduled areas and Tribal areas as referred to in the Art. 244 of the Constitution. However, the Parliament may by law, extend the provisions of the Part IXA to these areas, subject to such exceptions and modifications as may be specified in that law.

The

83% **MATCHING BLOCK 160/321** **SA** Unit 4.docx (D112923140)

Ministry of Urban Development undertook necessary steps to ensure that the provisions of State Municipal Laws were brought in conformity with the provisions of the 74 th Amendment Act (1992: 6). It was fixed

that 31 st May, 1994 would be the target date for bringing about conformity between the state laws and the provisions of the 74 th Amendment Act. This

91% **MATCHING BLOCK 161/321** **SA** Unit 4.docx (D112923140)

was achieved through various measures undertaken by the Ministry of Urban Development including organising seminars, meetings, and

through frequent correspondence with the state-level stakeholders. 4.6 Conclusion

84% **MATCHING BLOCK 162/321** **SA** Unit 4.docx (D112923140)

Before the 74 th Amendment Act, Municipalities were classified under 'Local or Other Authorities' under Art. 12 of the Constitution

of India (2007: 6). Through a Constitution Amendment Bill of 2016

100% **MATCHING BLOCK 163/321** **SA** Unit 4.docx (D112923140)

an Institution of Self-Government status for municipalities had been sought

to widen

66% **MATCHING BLOCK 164/321** **SA** Unit 4.docx (D112923140)

the ambit of the definition of the 'State' under Art. 12 of the Indian Constitution. 74 Various governmental reports and research studies reveal that only marginal changes, which were mandatory have been carried out, while the real purpose of the Act stands defeated because of the state-sponsored specialized agencies are now performing most of the functions of ULBs. Functions assigned as per Art. 243W

are discretionary in nature

71% **MATCHING BLOCK 165/321** **SA** Unit 4.docx (D112923140)

and fiscal powers are assigned as per Art. 243X are also discretionary. Even, mandatory clauses of

Articles 243

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D and 243ZE are not implemented in its letter and spirit. In this regard, it is

imperative for the states to curb the mandates of specialized agencies that are extra-constitutional in nature, thereby providing adequate

97% **MATCHING BLOCK 167/321** **SA** Unit 4.docx (D112923140)

freedom to ULBs to act independently in order to function as autonomous bodies at the grassroots level.

The ULBs must be involved more into

100% **MATCHING BLOCK 168/321** **SA** Unit 4.docx (D112923140)

the planning, regulation, slum development and water supply and sanitation functions,

as it is empowered withthe District Planning Committee and Metropolitan Planning Committee. State Finance Commissions has to be constituted in a

91% **MATCHING BLOCK 169/321** **SA** Unit 4.docx (D112923140)

timely manner and their recommendations be implemented so as to strengthen the fiscal base of the ULBs,

keeping in mind that local fiscal autonomy is inversely related to local dependency. To realise the true potential of the 74 th Amendment Act, there is an urgent need now

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to create an efficient and reliable administration with coordination between elected and state appointed functionaries;

to

77% **MATCHING BLOCK 171/321** **SA** Unit 4.docx (D112923140)

intensify and improve the local governance with more involvement of elected representatives; and finally, to enhance accountability and responsiveness with the improved capacity of the local people to participate in the decision-making process, especially vis-à-vis service delivery

with enhanced motivation. 4.7 Summary This unit has discussed the following: • Prior to the enactment of the Constitution (74th Amendment) Act, 1992, urban local bodies (ULBs) were left to the discretion of the states which comprise the Indian Union. These states had passed Municipal Acts to legitimise the organisation and functioning of such bodies. • The creation of the Ministry of Urban Development (1985) which set up the National Commission on Urbanisation (NCU) in the same year ultimately snowballed into the constitutional recognition of ULBs in India. • The proposed Constitution Amendment Bill concerning urban local government was introduced in parliament in 1989. The Bill was passed as

40% **MATCHING BLOCK 172/321** **SA** Unit 4.docx (D112923140)

the Constitution (74th Amendment) Act, 1992. 75 • As the 74th Amendment Act (1992) came into effect on June 1, 1993, a new section was inserted in the Constitution of India, viz. Part IXA relating to the Municipalities (Articles 243P through 243ZG) along with

the Schedule XII. • According to the 74th Amendment Act, the state government is required to constitute either of the

96% **MATCHING BLOCK 173/321** **SA** Unit 4.docx (D112923140)

three types of municipalities depending upon the population/population density, size of area,

etc. These are Nagar Panchayats, Municipal Council, and Municipal Corporation. • The state governments, vide Art. 243R (1), are responsible for holding direct elections for the Ward Councillors. The state governments are also required to evolve the process of elections of the Chairpersons of ULBs, and decide on matters relating to disqualification of any member of the municipality, vide Art. 243V (2). •

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In order to ensure adequate representation to Scheduled Castes, Scheduled Tribes and women, seats have been reserved

in urban local bodies, vide Article 243T.

100% **MATCHING BLOCK 176/321** **SA** Unit 4.docx (D112923140)

In order to bring uniformity, the term for each Municipality has been fixed for five years from the date appointed for its first meeting,

vide Art. 243U. • Under Art. 243W there are 18 Schedule XII functions entrusted to municipalities in India. Apart from these powers, municipalities in India can be entrusted with other functions by acts of legislature. •

96% **MATCHING BLOCK 177/321** **SA** Unit 4.docx (D112923140)

The State Election Commission constituted under article 243K of Part IX of the Indian Constitution

conducts elections to the municipalities. Vide Art. 243X, the state legislature can authorize the municipalities within its domain

100% **MATCHING BLOCK 175/321** **W**

to levy, collect and appropriate taxes, duties, tolls, and fees. •

94% **MATCHING BLOCK 178/321** **SA** Unit 4.docx (D112923140)

The Finance Commission constituted under Art. 243Y (2007: 144-145) for reviewing the financial position of Panchayati Raj Institutions has also been assigned the task of reviewing the financial position of municipalities.

93% **MATCHING BLOCK 179/321** **SA** Unit 4.docx (D112923140)

The maintenance of accounts of municipalities and their audit under Art. 243Z is to be done as per the provisions of the respective state law. •

86% **MATCHING BLOCK 180/321** **SA** Unit 4.docx (D112923140)

Planning Committee at the District Level has been incorporated in 74th Amendment Act under Art. 243ZD for the consolidation of plans of PRIs and Municipalities so as to ensure overall development of the district.

Vide Art. 243ZE,

90% **MATCHING BLOCK 181/321** **SA** Unit 4.docx (D112923140)

there exists a provision for constituting a Metropolitan Planning Committee for the areas designated as Metropolitan with the size of population of 10 lakhs and above. 76 • The

85% **MATCHING BLOCK 182/321** **SA** Unit 4.docx (D112923140)

Ministry of Urban Development undertook necessary steps to ensure that the provisions of State Municipal Laws were brought in conformity with the provisions of the 74th Amendment Act by 31st

May, 1994. This

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100% MATCHING BLOCK 184/321 SA Unit 4.docx (D112923140)

was achieved through various measures undertaken by the Ministry of Urban Development. 4.8

Glossary Conformity of Legislation: to ensure that state laws conform to union laws so that one does not clash with the other, in which case the law of the union or federation will prevail. Constitution (Amendment) Act: An amendment is an addition/alteration made to a constitution or any legal document. In case of the Constitution of India, the parliament may amend the provisions of the Constitution following procedures mentioned in Article 368. Decentralization: the transfer of control of an activity or organization to several local offices or authorities rather than a single, centralized one. Nagar Panchayat: Town Council or Notified Area Council in India.

51% MATCHING BLOCK 183/321 W

Urban Local Government: an institution of governance in a statutory urban setting, demarcated by a definite area and population, which may deliberate, regulate, and implement decisions on subject

matters entrusted to it
by the Constitution. 4.9 Model Questions Long Answer Type 1. What was the state of Urban Local Bodies prior to the enactment of the 74 th Amendment Act (1992)? Discuss in details. 2. What are the provisions of the 74 th Amendment Act with regard to the constitution and composition of municipalities and Ward Committees? 3. What are the provisions of the 74 th Amendment Act with regard to the powers, authority, and responsibilities of Municipalities in India? 4. Discuss the provisions of the 74 th Amendment Act with regard to the composition of Municipal Finance Commission, District Planning Committee, and Metropolitan Planning Committee. Short Answer Type 1. Discuss the difference between Nagar Panchayats, Municipal Council, and Municipal Corporation in India.
77 2. Discuss the provisions for setting up Wards Committees, etc., as enshrined in Art. 243S of the Constitution of India. 3. Discuss the reservation policies of the Government of India with regard to institutions of Urban Local Government. 4. Mention six Schedule XII functions that municipalities are required to carry out in India. 5. Discuss the process of constituting Municipal Finance Commission under Art. 243Y of the Constitution of India. 6. What are the provisions for setting up Metropolitan Planning Committee as per Art. 243ZE of the Constitution of India? 4.10 Reference The Constitution of India (New Delhi: Ministry of Law and Justice, Government of India, 2007). "The Constitution (74th Amendment) Act, 1992," (New Delhi: Government of India, 1993). URL:https://www.education.gov.in/sites/upload_files /mhrd/files/upload_document/74amend.pdf . UNIT V IMPLICATIONS OF THE 74 th CONSTITUTIONAL AMENDMENT ACT Structure 5.1 Learning Objectives
78 5.2 Introduction 5.3 Salient Features of the Constitution (74 th Amendment) Act, 1992 5.4 Implications of the Constitution (74 th Amendment) Act, 1992 5.5 Criticisms of the Procedural Aspects vis-à-vis the Enactment of the Amendment Bill 5.6 Conclusion 5.7 Summary 5.8 Glossary 5.9 Model Questions 5.10 References 5.1 Learning Objectives After studying this unit, you are expected to: ? Be aware of the salient features of the Constitution (74 th Amendment) Act, 1992. ? Identify and analyse the various implications of the features and provisions of the Constitution (74 th Amendment) Act, 1992 vis-à-vis Urban Local Government in India. ? Understand the criticisms levied against the procedural aspects of the Constitution (73rd Amendment) Bill, 1991, which became the Constitution (74th Amendment) Act (1992). 5.2 Introduction The year 1985 saw the beginning of urban reforms in India with the creation of the Ministry of Urban Development by the Government of India. The Ministry then promptly formed the National Commission on Urbanisation (NCU) in 1985 to study urban issues and recommend strategies of development. It held several workshops, seminars, and consultations before submitting its report. The report of the NCU paved the way for legislative actions, snowballing into the constitutional recognition of ULBs in India.

60% **MATCHING BLOCK 185/321** **SA** Unit 4.docx (D112923140)

The Joint Parliamentary Committee (JPC) conducted extensive studies of the functioning of municipalities and held discussions with state governments. The proposed Constitution Amendment Bill concerning urban local government was

introduced in parliament in 1989. It was passed by the Lok Sabha, but it was defeated in the Rajya Sabha by a narrow margin of three votes. The Congress (I) Government again in power, introduced the bill in the form of the Constitution (73rd Amendment) Bill on 16th September,
79 1991. The Bill was passed as
the Constitution (74

77% **MATCHING BLOCK 186/321** **SA** Unit 4 D1.docx (D112391601)

th Amendment) Act, 1992. It came into force on 1 st June, 1993. A window of one year was given to the state governments to

adopt legislations ensuring

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conformity with the provisions of the 74 th Amendment Act (1992). In effect state municipal laws were amended to incorporate various provisions with regard to

the composition and functions of municipal bodies. As

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the 74 th Amendment Act (1992) came into effect on 1 st June, 1993, a new section was inserted in the Constitution of India, viz. Part IXA relating to the Municipalities (Articles 243P through 243ZG) (2007: 139-149) along with

the Schedule XII

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which defines the functions in respect of which schemes for economic development and social justice are to be implemented by the municipalities

vide Article 243W of the Constitution of India. The present unit will deal with the implications of the features and provisions of the Constitution (74 th Amendment) Act, 1992vis-à-vis Urban Local Government in India. It would first provide the salient features of the Act to setup a context for evaluating the implications thereof, providing also the list of functions that the Act bestows upon Municipalities that comprise the Schedule XII of the Constitution of India.

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The provisions with regard to the constitution of finance commission to review the financial position of Municipalities

will also be mentioned. Only then will the implications and criticisms of the Act follow. 5.3 Salient Features of the Constitution (74 th Amendment) Act, 1992 The Constitution (73rd Amendment) Bill that was passed as the Constitution (74th Amendment) Actin 1992 provided for the following, according to Sachdeva (2011): 1. Three categories of nagarpalikas: Nagar Panchayats for transitional areas, that is areas in transition from rural to urban, with a population between 10,000 and 20,000; municipal councils for urban areas with a population between 20,000 and three lakhs; municipal corporations with a population exceeding three lakhs. 2. Wards committees in nagarpalikas with a population of 100,000, and zonal committees in territorial areas of municipal corporations as an intermediate level between the ward committees and the municipal corporations. 3. Direct elections of nagarpalikas and ward committees, and constitution of zonal committees by the chairpersons of the wards committees comprised within the territorial areas of the zonal committees; representation of chairpersons for Ward Committees in municipal councils and of chairpersons of zonal committees in municipal corporations.
80 4. Reservations in nagarpalikas and wards committees for the scheduled castes and the scheduled tribes in proportion of their population, and 30 per cent reservation for women. 5. A fixed tenure of five years for nagarpalikas including the nagar panchayats and ward committees, and in the event of their dissolution the holding of elections within six months. 6. A committee at the district level for harmonizing and
consolidating

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the plans of panchayats and nagarpalikas in the district and preparing a draft development plan for the district as a whole,

and its elections

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from among the members of the panchayats and nagarpalikas in the district in proportion to the ratio of the population

covered by them. 7. Sound finances by securing authorization from state legislatures for grants-in-aids from the consolidated fund of the state as also assignment to or appropriation by nagarpalikas of the revenue of designated taxes, duties, tolls and fees. 8.

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A finance commission to review the finances of the nagarpalikas, and recommend principles

on the basis of which their soundness could be secured. 9. Superintendence, direction and control of elections to the nagarpalikas, including nagar panchayats and other elected committees by the Election Commission. 10.

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The Comptroller and Auditor General of India to cause the accounts of the

nagarpalikas, ward committees, and zonal committees to be audited in such manner as he may deem fit. 11. Factors that would disqualify a person from membership. 12. The governor's decision on the question of disqualification, which he would take after obtaining the opinion of the Election Commission, to be treated as final. 13. Barring of the jurisdiction of the courts in matters relating to elections. For Sachdeva (2011), the bill had been hailed as historic, revolutionary, and momentous. The government had assured that it would try to remove all the difficulties that it might encounter in its implementation. The Bill was passed by the Lok Sabha but it failed to get the support of two-thirds majority in Rajya Sabha—it was defeated by a narrow margin of three votes only—and therefore could not become a statute. The Congress (I) government was replaced by the National Front government as a sequence of general elections held in November, 1989. The new government, under the stewardship of Shri V.P. Singh, was committed to strengthen the local governments, both urban and rural, and to bring a new legislation in the nearfuture to recast, restructure, revamp, and revitalize them in a much improved form. This was
81 to be done by incorporating the provisions of the defeated legislation with a view to remove the deficiencies inherent in the structure, organization, and functioning of urban local governments, and to ensure their rehabilitation as instruments of genuine democracy at the grassroots level and agencies for provision of basic civic amenities, development, and welfare of the people living in the towns and cities. But the National Front government could not honour its commitment to the people by introducing the promised legislation for due to its preoccupation with other complex problems demanding its immediate and urgent attention, and the eclipse of its rule within a short span of eleven months. The Janta Dal government under the prime ministership of Shri Chander Shekher would survive only four months. The bill aimed at rectifying the defects, deficiencies, and inadequacies in the structure and organization of urban local governments and at revitalizing and strengthening them. For Sachdeva (2011), the government had introduced the Nagarpalika Bill as the Constitution (65th Amendment) Bill in the Parliament, which was highly commended on account of its strong points. These were: 1. The setting up of three types of nagarpalikas—the nagar panchayats for transitional areas, municipalcouncils, and municipal corporations for urban areas. The nagar panchayats are meant for areas in transition from rural to urban with a population between 10,000 and 20,000, the municipal council for urbanareas with a population between 20,000 and three lakhs, and municipal corporations for urban areas witha population exceeding three lakhs. 2. Setting up ward committees and zonal committees to enable the local bodies become the traininggground for democratic institutions in the country. 3. Apart from giving power to the people, placing responsibility on them at various levels so that a newleadership emerges. 4. Empowering the state election commission to hold the elections in order to see that periodical elections of local bodies are free and fair. 5. Reserving thirty percent of the seats for women and for the scheduled castes and scheduled tribes inproportion to their population in the areas concerned. 6. Appointing a state finance commission to look into the needs of local bodies, and empowering theComptroller and Auditor General to audit the accounts to provide a safety valve to the people againstthe misuse of funds.
82 7. Banning the jurisdiction of the courts in matters relating to the elections to urban local bodies. 8. Above all, granting the ULBs constitutional status by amending the constitution. These provisions were expected to strengthen democracy right from the grassroots level and enable the people to shape their own destinies. 5.3.1 The Schedule XII Functions As per the 74 th Amendment Act (1992: 3),

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state governments are to bestow requisite powers and authority so as to enable ULBs to prepare plans for bringing economic development and ensuring social justice to carry out their functions and responsibilities conferred upon them including those in relation to the matters listed in Schedule XII. Also, toimplement various schemes, projects and programmes, etc.

Under Art. 243W there are 18 Schedule XII functions (2007: 356) entrusted to municipalities in India: 1.

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Urban planning including town planning. 2. Regulation of land-use and construction of buildings. 3. Planning for economic and social development. 4. Roads and bridges. 5. Water supply for domestic, industrial and commercial purposes. 6. Public health, sanitation, conservancy and solid waste management. 7. Fire services. 8. Urban forestry, protection of the environment and promotion of ecological aspects. 9. Safeguarding the interests of weaker sections of society including the handicapped and mentally retarded. 10. Slum improvement and up-gradation. 11. Urban poverty alleviation. 12. Provision of urban amenities and facilities such as parks, gardens, playgrounds. 13. Promotion of cultural, educational and aesthetic aspects. 14. Burials and burial grounds; cremations, cremation grounds and electric crematoriums. 15. Cattle pounds; prevention of cruelty to animals. 16. Vital statistics including registration of births and deaths. 17. Public amenities including street lighting, parking lots, bus stops and public conveniences. 83 18. Regulation of slaughter houses and tanneries.

Apart from these powers, municipalities in India can be entrusted with other functions by acts of legislature in order to bring about a qualitative change in the standard of living and to ensure overall sustainable development. 5.3.2 Article 243I: Constitution of Finance Commission to Review Financial Position According to Clause 1 of this Article (2007: 134-135): 1. The Governor of a State shall,
as soon as may be

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within one year from the commencement of the Constitution (73rd Amendment) Act, 1992, and thereafter at the expiration of every

fifth year,
constitute a Finance Commission to
review the fi nancial

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position of the Panchayats and to make recommendations to the Governor as to— a. the principles which should govern— i. the distribution between the State and the Panchayats of the net proceeds of the taxes, duties,tolls and fees leviable by the State, which may be divided between them under this Part andthe allocation between the Panchayats at all levels of their respective shares of such proceeds; ii. the determination of taxes, duties, tolls and fees which may be assigned to, or appropriatedby, the Panchayats; iii. the grants-in-aid to the Panchayats from the Consolidated Fund of the State; b. the measures needed to improve the financial position of the Panchayats; c. any other matter referred to the Finance Commission by the Governor in the interests of soundfinance of the

Panchayats.
Interestingly, the above extract of Article 243I existed in Clause 2 of the Constitution (73 rd Amendment) Act, 1992, which was referred to in
the Constitution (74 th Amendment) Act, 1992. 5.4 Implications of the Constitution (74 th Amendment) Act, 1992 The

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Ministry of Urban Development undertook necessary steps to ensure that the provisions of State Municipal Laws were brought in conformity with the provisions of the 74 th Amendment Act (1992: 6). It was fixed

that 31 st May, 1994 would be the target date for bringing about conformity between the state laws and the provisions of the 74 th Amendment Act. This

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was achieved through various measures undertaken by the Ministry of Urban Development including 84 organising seminars, meetings, and

through frequent correspondence with the state-level stakeholders. Although

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it has been stated by the Ministry of Urban Development that the states have brought in the necessary amendments in their respective Municipal Laws to ensure conformity with

the 74th Amendment Act, for Aizaz (2007), various State Government Reports reveals some of the provisions particularly with regard to

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constitution of Ward Committees, District Planning Committees etc. have not been implemented in reality.

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Before the 74th Amendment Act, Municipalities were classified under 'Local or Other Authorities' under Art. 12 of the Constitution

of India (2007: 6). Through a Constitution Amendment Bill of 2016

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an Institution of Self-Government status for municipalities had been sought

to widen

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the ambit of the definition of the 'State' under Art. 12 of the Indian Constitution. Various governmental reports and research studies reveal that only marginal changes, which were mandatory have been carried out, while the real purpose of the Act stands defeated because of the state-sponsored specialized agencies are now performing most of the functions of ULBs. Functions assigned as per Art. 243W

are discretionary in nature

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and fiscal powers are assigned as per Art. 243X are also discretionary. Even, mandatory clauses of

Articles 243

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D and 243ZE are not implemented in its letter and spirit. In this regard, it is

imperative for the states to curb the mandates of specialized agencies that are extra-constitutional in nature, thereby providing adequate

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freedom to ULBs to act independently in order to function as autonomous bodies at the grassroots level.

The ULBs must be involved more into

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the planning, regulation, slum development and water supply and sanitation functions,

as it is empowered with the District Planning Committee and Metropolitan Planning Committee. State Finance Commissions has to be constituted in a

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timely manner and their recommendations be implemented so as to strengthen the fiscal base of the ULBs,

keeping in mind that local fiscal autonomy is inversely related to local dependency. To realise the true potential of the 74th Amendment Act, there is an urgent need now

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to create an efficient and reliable administration with coordination between elected and state appointed functionaries;

to

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intensify and improve the local governance with more involvement of elected representatives; and finally, to enhance accountability and responsiveness with the improved capacity of the local people to participate in the decision-making process, especially vis-à-vis service delivery

with enhanced motivation.

85 However, for Sachdeva (2011), the issues requiring in-depth study, discussions, deliberations, and decisions were the need for the constitutional recognition of local bodies and the need for clear statutory delineation of the powers, functions, and resources of urban bodies. It is in this regard that the 74 th Amendment Act has had the greatest impact, providing answers to questions ranging from, what should the criteria for the constitution of different types of local authorities be—population, non-rural character of population, density of population, income or combination of all these—should there be a reclassification of municipal bodies. To questions pertaining towho should conduct the elections to municipal bodies, the Election Commission or the state government, and who should bear the expenses. 5.5 Criticisms of the Procedural Aspects vis-à-vis the Enactment of the Amendment Bill For Sachdeva (2011), the provisions of the Constitution (73rd Amendment) Bill, 1991, which became the Constitution (74 th Amendment) Act (1992) are by and large exceptional, as they fulfil the long-standing need of the urban local bodies to revamp and thus enable them to serve as efficient instruments—exercising the inherent democratic right of the people to govern themselves, and providing civic amenities to them. But the Bill has been criticized for its following procedural weaknesses: 1. Political parties and people were not consulted at least till the establishment of the Inter- state Council in 1990. 2. Boycotting of Chief Ministers' Conference by the Chief Ministers of Non-Congress Governments who felt that the Bill was a potentially dangerous idea aimed at undermining the federal structure of the constitution by breakingit into districts and nagarpalikas owing direct allegiance to the Centre. 3. The timing of the introduction of the Bill and suspects on Sponsors' motives since the Bill was introduced right at the end of the five-year term of the Rajiv Gandhi government. 4. The States were not consulted in passing on their jurisdiction to nagarpalikas, although self-government is a state subject. 5. The involvement of centre–state relations in the Bill make it open to challenge in courts of law, despite the claim of the government that the bill did not involve centre-state relations.

86 6. There was no clear-cut relationship described between the tiers of governments, with the Constitution already heavily tilted in favour of the central government insofar as centre- state relations are concerned. 7. The mandates of MLAs, MPs, and bureaucrats have not been defined in any detail, which creates variations from one state to another. 8. State Election Commission not adequately equipped to conduct elections, which may lead to electoral malpractices and other attendant issues which are against the promotion of grassroots democracy. 9. The bill gives wide powers to the governor, who may in some cases act contrary to the interests of grassroots democracy. 10. The different treatment of Scheduled Areas is also based on the discretionary powers of the governor. 5.6 Conclusion As Sachdeva (2011) has pointed out, the criticism offered by the critics of the bill, when analysed objectively and dispassionately, would confirm that there was no dispute whatsoever about the contents of the bill, which had been applauded and appreciated by one and all, and the criticism centres round the undemocratic manner of eliciting the opinion of the public, political parties, and the states. The crux of the whole issue that the states had been bypassed and their jurisdiction had been invaded by the Centre and the basic structure of the constitution had been changed, could be decided by the Supreme Court. The government planned to get constitutional sanction for ensuring democracy in urban local bodies and to endow them with the responsibilities and

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finances required to ensure that urban India flourishes and leads the country forward to progress and prosperity.

Although three decades have relapsed since the enactment of the 74 th Amendment Act (1992),what has been actually observed so far seems to fall short of the expectations raised by the Act. This can be attributed to the bureaucratic and political rigmaroles in India which have hindered the evolution of urban local governments as institutions of self-government. Although the Act has had tremendous implications vis-à-vis the entire edifice of urban local government and centre-state relations in India, the lack of political will and the obstructive attitude of the bureaucracy are the greatest hurdles in the devolution of powers to the local bodies. 5.7 Summary

87 This unit has discussed the following: ? The salient features of the Constitution (74th Amendment) Act, 1992, with regard to the three categories of nagarpalikas; the constitution of wards committees; direct elections nagarpalikas and ward committees, and constitution of zonal committee; reservations in nagarpalikas and wards committees

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for the scheduled castes and the scheduled tribes, and for women; the tenure of

nagarpalikas; the finances of nagarpalikas; district and metropolitan planning committees; the audit of the accounts of nagarpalikas; and, barring the jurisdiction of the courts in matters relating to elections. The 18 Schedule XII functions have also been delineated, along with Article 243I dealing with the Constitution of Finance Commission to Review Financial Position of Municipalities. ? The implications of the Constitution (74 th Amendment) Act, 1992 vis-à-vis state Municipal Acts. Such Acts had to be amended to bring about conformity between the state laws on urban local government and the 74 th Amendment Act (1992) before the cut- off date of 31 st May, 1994.Various State Government Reports reveals some of the provisions particularly with regard to

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constitution of Ward Committees, District Planning Committees etc. have not been implemented in reality.

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Various governmental reports and research studies reveal that only marginal changes, which were mandatory have been carried out, while the real purpose of the Act stands defeated because of the state- sponsored specialized agencies are now performing

most of the functions of ULBs. ? With regard to the need for the constitutional recognition of local bodies and the need for clear statutory delineation of the powers, functions, and resources of urban bodies, the 74 th Amendment Act has had the greatest impact, providing answers to a range of technical and procedural questions vis-à-vis ULBs. ? The criticisms of the provisions of the Constitution (73rd Amendment) Bill, 1991, which became the Constitution (74th Amendment) Act (1992) for itsprocedural weaknesses, pertaining to the lack of consultations with political parties and people, in general; the miscommunication of intent by the Congress (I) central government to the non-Congress state governments; the timing of the introduction of the Bill and suspects on Sponsors' motives; the lack of direct consultation with state governments despite self-government being a state subject; the involvement of centre-state relations in the Bill make it open to challenge in courts of law; no clear-cut relationship described between the tiers of
88 governments; the mandates of MLAs, MPs, and bureaucrats; the limitations of State Election Commissions; and finally, the discretionary powers of the governor, especially with regard to the administration of Scheduled Areas. 5.8 Glossary Constitution (Amendment) Act: An amendment is an addition/alteration made to a constitution or any legal document. In case of the Constitution of India, the parliament may amend the provisions of the Constitution following procedures mentioned in Article 368. Mahanagarpalika: Municipal Corporation in India. Nagar Panchayat: Town Council or Notified Area Council in India. Nagarpalika: Municipality with its own local council and officials in India. State List: The State List or List-II is a list of 61 items. Initially there were 66 items in the list in Schedule Seven to the Constitution of India.

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Urban Local Government: an institution of governance in a statutory urban setting, demarcated by a definite area and population, which may deliberate, regulate, and implement decisions on subject

matters entrusted to it

by the Constitution. 5.9 Model Questions Long Answer type 1. What are the salient features of the Constitution (74 th Amendment) Act, 1992? Discuss in Details. 2. What were the strong points of the Nagarpalika Bill which was introduced as the Constitution (65th Amendment) Bill in the Parliament? 3. What are the implications of the Constitution (74th Amendment) Act, 1992, with regard to the state laws pertaining to urban local government in India? 4. In what ways could the procedural aspects of the Constitution (73rd Amendment) Bill, 1991 be criticized? Do criticisms mean that the 74 th Amendment act has failed in its objectives? Argue cogently. Short Answer Type 1. Discuss the difference between Nagar Panchayats, Municipal Council, and Municipal Corporation in India. 2. Discuss the reservation policies of the Government of India with regard to institutions of Urban Local Government.
89 3. Mention six Schedule XII functions that municipalities are required to carry out in India. 4. Discuss the process of constituting Finance Commission under Art. 243I of the Constitution of India. 5. Discuss two implications of the 74 th Amendment Act (1992). 6. Discuss five criticisms of the procedural aspects of the Constitution (73rd Amendment) Bill, 1991. 5.10References "The Constitution (74th Amendment) Act, 1992," (New Delhi: Government of India, 1993). URL:https://www.education.gov.in/sites/upload_files/mhrd/files/upload_document/74amend.pdf .

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Sachdeva, P., Local Government in India (New Delhi: Pearson, 2011). The Constitution of India (New Delhi: Ministry of Law and Justice, Government of India, 2007). CC:VII Urban Local Government Block- III Organization and Structure Unit: I Urban Local Government - Organization and Structure Structure 1.1 Learning Objectives 1.2 Introduction 1.3 Organization and Structure 1.4 Conclusion 1.5 Summary 1.6 Glossary 1.7 Model Questions
90 1.8 References 1.1 Learning Objectives The main objective of this unit is to provide basic knowledge to the reader about the basic structure of urban local government and its organization. 1.2 Introduction Urban local government in India refers to the governance of a town or city through representatives elected by the residents of a particular area. The state government determines the territory of local government in urban areas. According to Dr. Annapurna Nanda

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an urban area is one which is officially declared by its statutory establishment as a municipal body or a notified area or a cantonment by a

specific Act. So, Urban Local Government is a government consisting of elected representatives in town or city areas. Urban local government is the main provider of essential civic services and amenities in urban areas and ensures grassroots democracy at the local level. Cities

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and towns contribute substantially to the economic development of the country. These urban centers play an important supporting role in the development of the rural hinterland. People and theirs to keep this economic transformation in line with needs and realities at the grass root level Representatives are fully involved in the planning and implementation of programs at the local level. To keep democracy strong and stable in Parliament and State Assemblies, its roots must reach the towns and villages and the towns where the people live (74

th Amendment Act 1992). 1.3 Organization and Structure The Urban Local Government came into effect in 1993 by the 74th constitutional amendment act. There are three tier systems in urban local government. These are Municipal Council for smaller
urban areas,
Municipal Corporation for larger urban areas, and

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Nagar Panchayat for an area in transition from rural to urban area. Municipal Council

Municipal Council
also known as Municipality, Nagar Palika or Nagar Palika Parishad is an urban local government in smaller urban areas. Necessity for creation of municipality are a density of 1000 people per square mile, the total population of the inhabitants of the urban areas shall not be less than 3000 and the occupation of at least three-fourths of the total adult male population of that urban areas shall be mainly non-agricultural.
91 The 74th Constitutional Amendment Act states that The seats shall be filled by direct elections in the municipal council.

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Besides the seats filled by direct elections, some seats may be filled by nomination of persons having special knowledge and experience in municipal administration. Persons so nominated shall not have the right to vote in the meetings of the municipality. The Legislature of a State may, by law, also provide for the representation in a municipality of members of the House of the People and the members of the Legislative Assembly of the State representing constituencies which comprise wholly or partly the Municipal area and also the Members of the Council of States and the members of the Legislative Council of the State registered as electors within the municipal area. The manner of election of Chairpersons of municipalities has been left to be specified by the State Legislature.

There is a reservation policy adopted in the municipality for adequate representation of SC, ST and Women. These reservations will be applied for direct election only. The tenure of the municipal council is only five years. The municipalities are responsible for the development of urban areas. There are 18 functions they have to perform which are stated in the Twelfth Schedule of the Constitution. Municipal Corporation Municipal Corporation is the top most urban local government. According to American Encyclopedia, 'A Municipal Corporation is a legal institution formed by the sovereign power creating a popular community of prescribed area into a body politic and corporate with a corporate name and continuous succession and for the purpose and with authority of subordinate self-government for improvement and administration of the affairs of the area'. Municipal Corporations are formed in big cities like Kolkata, Mumbai, Delhi etc. It has a statutory status. Before the 74th constitutional Act, Municipal Corporations were non-sovereign bodies but they had statutory status. In India municipal corporations are created by the state government by passing acts such as Bombay Municipal Corporations act(1988), Calcutta Municipal Corporation Act (1951) etc. According to Pardeep Sachdeva, 'A perusal of the various municipal corporation acts of different states in India reveals that no scientific basis, guidelines or criteria have been laid down or followed for determining the eligibility of a city for the grant of corporation status. Consequently decisions for upgrading any municipality to corporation are taken arbitrarily by the state government concerned, often under the pressure and pulls exerted by political and vested interests. It should, therefore, not be surprising to observe that whereas small cities like Chandranagar, Rajpur and Ujjain with populations of 75238, 174518, and 203278 respectively, had corporations, bigger cities like Jaipur and Srinagar, with a population of 617208 and 403414 respectively, were being governed by municipal committees'.
92 Nagar Panchayat A nagar panchayat is a rural-to-urban transition settlement in India and therefore a form of urban political unit comparable to a municipality. An urban center with a population of more than 12,000 and less than 40,000 is classified as a Nagar Panchayat. Nagar Panchayat also known as Panchayat Towns. The structure and functions of Nagar Panchayat are decided by the state government. In India, the Nagar Panchayat or Panchayat Town can be observed in states like Karnataka, Maharashtra, Tamil Nadu, Kerala. Each nagar panchayat is operated by the ward committee, the chairman and ward members. Each member of the nagar panchayat is elected from their respective ward on the basis of adult franchise for five years. The provision of reservation in representation is there. One third seats are reserved for the SC,ST, and Women. Apart from Municipal Council, Municipal Corporations and Nagar Panchayat there are also six urban bodies that exist in India. They are-

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Notified Area Committee, Town Area Committee, Cantonment Board, Township, Port Trust, Special Purpose Agency.

Notified area committee State governments constitute notified area committees to take over the administrative responsibilities of a notified area. A notification passed by the Government Gazette identifies a notified area as an essential semi-urban element. A notified area committee enforces certain provisions of the State Municipal Act as specified in the notification issued by the Gazette. The notified area committee is constituted by the nominated members by the state government. Thus it is not a statutory body and not an elected body also. Town area Committee Town Area Committee is a semi urban body and it has performed limited civic functions such as street lighting, drainage, roads, conservancy, etc. The Town Area Committee is established by the state government's act. In terms of Town Area Committee members it depends on the state governments whether they can be fully or partially elected or fully or partially nominated. Cantonment board Cantonment board is a civic administrative body in India which is under control of the Ministry of Defense. As per the Cantonment Act, 2006, the members of the cantonment board are elected and ex-officio and some members are nominated. The term of elected members is only five years. The act stated that The Central Government may, by notification in the Official Gazette, declare any place or places including boundaries where any part of the force is quartered or which, being in the vicinity of any such place or places, is required or required for service. Such
93 force shall be a cantonment for

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the purposes of this Act and all other laws for the time being in force

and may by a similar notification declare any cantonment to cease to be a cantonment. Township Township is another form of urban local government. Townships are established by the public sector enterprise to provide civic amenities to employees of the public sectors. It has no elected members. Basically it is an extension of the bureaucratic structure of the Public Sector Enterprises. The public sector enterprise appoints an administrator to administer the township body. Port Trust Port Trust is established in the port areas. The basic function of the Port Trust is to conduct shipping and trade through a commercial seaport and ensure the civic amenities of the residents. Port Trust consists of both elected and nominated members as well. It is a statutory body. Special Purpose Agency States may create specific agencies to look after specific functions that 'legally' belong to any of the above local city governments. These organizations are task based and not area based like the above seven organizations. They are known as 'special purpose' or 'single purpose' bodies or 'functional local

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bodies'. They are created as statutory bodies by an Act of the State Legislature or by an Executive Resolution.

They act as autonomous bodies that carry out their assigned functions independently of the urban local government. They are not subordinate to any urban local governing body. 1.4 Conclusion From the above discussion it can be concluded that although the journey of urban local government began long before independence, it was formally established by the 74th Constitutional Amendment Act in 1992. So it was constitutionally recognized long after independence. The development of urban areas is being completed through urban local government. They are playing a crucial role in providing basic amenities to the citizens. Citizens can participate in the local governing process for their development.

94 1.5 Summary The 74th Constitutional Amendment Act, 1992 led to the formal introduction of Urban Local Government in India. There are three tier system urban local governments in India. These are Municipal Corporation, Municipality and Nagar Panchayat. Municipal Corporations are established in the big cities like Kolkata, Mumbai, Chennai, Delhi etc. Municipalities are established in small cities and towns. Nagar panchayat is a rural-to-urban transition settlement in India and therefore a form of urban political unit comparable to a municipality. Apart from these urban bodies there are more urban bodies in India

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such as Notified Area Committee, Town Area Committee, Cantonment Board, Township, Port Trust, Special Purpose Agency.

The Notified Area Committee is operated in the semi urban areas. Town area committee is the semi urban body and it has performed limited civic functions. The

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Cantonment Board is a civil administrative body in India under the control of the Ministry of Defence.

Township is established for the public sector unit's employees. Port Trust is operated in the port areas for managing ports and ensuring the civic amenities in that area such as Kolkata Port Trust. A special Purpose Agency is created by the state legislature to fulfill specific objectives. They act as autonomous bodies that carry out their assigned functions independently of the urban local government. 1.6 Glossary Urban Local government- Local Government in town or city areas. Democracy- A political system by whole citizens of a state through elected representatives. Municipal Council- is an urban local government in smaller urban areas. Municipal Corporation: is an urban local government in big cities. Nagar Panchayat: is a rural-to-urban transition settlement in India and therefore a form of urban political unit comparable to a municipality. 1.7 Model Questions Long Questions ➢ Write a note on organization and Structure of Urban Local Government. Short Questions ➢ What is a Notified Area Committee? ➢ Write a Short note on Municipal Corporation ➢ Write a short note on Township ➢ What do you mean by Cantonment board
95 1.8 References 1. S.R. Maheshwari, Indian Administration, Orient BlackSwan,New Delhi, 2013 2. P. Sachdeva, Local Government in India. Noida: Pearson, 2011 3. Web archive - internet archive (no date) Web Archive - Internet Archive. Available at: https://webarchive.unesco.org/#!/ (Accessed: November 25, 2022). 4. The Constitution (74th amendment) act, 1992 background (no date). Available at: https://mohua.gov.in/upload/uploadfiles/files/74th_CAA13.pdf (Accessed: November 25, 2022). 5. Nanda, D.A. (no date) Urban Local Government in India: Challenges and prospects. Available at: https://www.rnlkwc.ac.in/pdf/anudhyan/volume1/Urban-Local- Government-in-India-Challenges-and-Prospects-Dr-Annapurna-Nanda.pdf (Accessed: November 25, 2022). Unit-II Corporation and Municipality Structure 2.1 Learning Objectives 2.2 Introduction 2.3 Municipal Corporation 2.4 Municipality 2.5 Conclusion 2.6 Summary 2.7 Glossary 2.8 Model Questions 2.9 References 2.1 Learning Objectives By reading this unit, readers get the knowledge about structure, power and function of Municipal Corporation and Municipality. 2.2 Introduction

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Municipal Corporation is the top most form of urban local government and is for an urban area with population

above 3 lakhs.. According to W.B Munro, 'A municipal corporation is a

96 subordinate political body established by the authority of law, its existence evidence, by general or special character, with a corporate name, with defined limits and population and with delegated powers of local government'. According to Holmberg, municipal corporations face a dual role in society, whereas the actions of the municipal corporations are directed towards the welfare of the society, but at the same time have to be executed in business-like terms. Municipal corporations are established in big cities like Kolkata, Mumbai, Chennai, Delhi etc. There is no fixed criteria for the establishment of municipal corporations because the state government determines the criteria of municipal corporations. Municipality is set-up in small town areas. The basic goal for establishment of a municipality is to fulfill the civic amenities to the citizens. Municipal corporation and municipality both got the constitutional status through the 74th Constitutional Amendment Act. 2.3 Municipal Corporation Before independence there were only three municipal corporations in India. These are- the presidency towns of Kolkata, Bombay and Madras. After the 74th Constitutional Amendment Act. There are seven Municipal Corporations in West Bengal alone. Structure and Authority of Municipal Corporation As per the constitution, the composition of municipal corporations has been decided by the state legislature. The municipal corporation consists of the ward committee. Each ward member is elected by the direct election through adult franchise. Duration of Municipal Corporation The term of municipal corporation is five years. The election of the Municipal Corporation shall be held before the expiry of its term

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and before the expiry of six months from the date of its dissolution. The

Corporation Council: Eligibility and Disqualification The councilors are elected for five years of term. The minimum age requirement for councilors is 21. The city has been divided into many wards. Anyone citizen can be a councilor if he/she is a voter of the ward. The State Government may remove a Councilor if the Councilor abuses his powers or if he is mentally or physically incapacitated.
97 Reservation of Seats According to the Constitution
In order to provide for adequate representation of Schedule Caste(SC), Schedule Tribes(

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ST) and of women in the municipal corporation bodies provisions have been made for reservation of seats. The proportion of seats to be reserved for SC/ST to the total number of seats shall be the same as the proportion of the population of SC/ST in the corporation area. The reservation would be made in respect of seats to be filled by direct elections only. Not less than one-third of the total number of seats reserved for SC/ST shall be reserved for women belonging to SC/ST. This is a mandatory provision. In respect of women, the seats shall be reserved to the extent of not less than one-third of the total number of seats. This includes seats reserved for women belonging to SC/ST. These reservations will apply for direct elections only. This is also a mandatory provision. There will be no bar on State Legislatures from making provisions for reservation of seats in any municipality or office of Chairperson in the municipalities in favour of

the backward class of citizens. This is an optional provision.
Ward Committee The constitution gives the provision of the ward committee. The

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ward committee consists of one or more wards within the territorial area of

the municipal corporation. The counselor shall be the chairman of the ward committee which consists of one ward only and in case of the ward committee with two or more wards the councilors are representing their wards. The term of the chairperson of the ward committee is one year and he or she is eligible for reelection. An officer as a secretary can be appointed to the ward committee by the municipal corporation. Standing Committee Each municipal corporation has standing committees. The standing committee consists

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of the Mayor, Senior Deputy Mayor, and Councillors from amongst members.The Mayor is the Chairperson of the Standing Committee. The

ex-officio member of the standing committee is the commissioner and he or she has the voting right in the committee. Subject to the overall control and supervision of the Corporation, the power to manage the affairs of the Corporation, exercise any power and perform any function of the Corporation is vested in the Standing Committee. Mayor The newly elected councilors elect the mayor at the first meeting of the corporation. His term of office is five years. He may resign before the expiration of this term. He may be removed . A special meeting of the Corporation shall be called to discuss the motion for the removal of the Mayor. A special meeting shall be called upon the written demand of

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one-third of the elected members of the Council. The mayor is

removed if the majority of elected councilors support the
98 removal motion. However, no removal motion can be raised against the mayor within six months of his election. Sources of Income of Municipal Corporation The residents of the municipal corporation pay several taxes like property tax, water tax, housing tax etc. These are the main sources of income of municipal corporations besides these municipal corporations may introduce taxation on advertisement, trade, carriages, carts, tolls etc. Functions of Municipal Corporation Schedule Twelve of the Indian Constitution has provided 18 functions of the municipal corporations. They are- 1.

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Urban planning including town planning. 2. Regulation of land-use and construction of buildings. 3. Planning for economic and social development. 4. Roads and bridges. 5. Water supply for domestic, industrial and commercial purposes. 6. Public health, sanitation conservancy and solid waste management. 7. Fire services. 8. Urban forestry, protection of the environment and promotion of ecological aspects. 9. Safeguarding the interests of weaker sections of society, including the handicapped and mentally retarded. 10. Slum improvement and upgradation. 11. Urban poverty alleviation. 12. Provision of urban amenities and facilities such as parks, gardens, playgrounds. 13. Promotion of cultural, educational and aesthetic aspects. 14. Burials and burial grounds; cremations, cremation grounds; and electric crematoriums. 15. Cattle pounds; prevention of cruelty to animals. 16. Vital statistics include registration of births and deaths. 17. Public amenities including street lighting, parking lots, bus stops and public conveniences. 18. Regulation of slaughterhouses and tanneries. 2.4

Municipality Municipalities are the local governments of urban areas. Basically municipalities are established in small cities or towns. Governments can form municipalities in urban areas as per the 74th Constitutional Amendment Act, 1992. A number of criteria have to be maintained before issuing notification for creation of municipality. These are- ➢ The population density of the inhabitants of the concerned city shall not be less than 1000 per square mile.
99 ➢ The total number of inhabitants of that city shall not be less than 3000. ➢ The occupation of at least three fourths of the total adult male population of that city is mainly non-agricultural. In the original proposal the main consideration was the population of the inhabitants of the respective urban area among the conditions for the creation of the municipality. If any town in the state fulfills the above criteria, the state government can issue notification for creation of municipality in the concerned towns. It is pertinent to mention that as the state government has the power to create a municipality, the government can also change the area of the municipality. Structure and Authority of the Municipality The self-governance of small urban areas is carried out through municipalities. For example, it can be said that in West Bengal, except major cities all towns and small cities are managed by the municipalities. Duration

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of Municipality The term of municipality is five years. The election of the Municipality shall be held before the expiry of its term

and

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before the expiry of six months from the date of

its dissolution.
Councilors:Eligibility and Disqualification

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The members of the municipality are called councilors. Councilors are elected on the basis of universal adult suffrage.

All residents of the municipality over the age of 18 are eligible to vote in this election. Being a councilor requires certain qualifications such as he or she must be a voter of the concerned municipal area, then the age should be at least twenty one years, he or she would not be a member of another municipal body or sub-division council at any level. The State Government may remove a Councilor if the Councilor abuses his powers or if he is mentally or physically incapacitated. Reservation of Seats As per the constitution. At least 1/3 of the total seats in each municipality should be reserved for women. There is
reservation

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of seats for Scheduled Castes and Scheduled Tribes in every municipality.

These seats are reserved in proportion to the total population of the respective municipality. At least 1/3 of these reserved seats are to be reserved for Scheduled Castes and Scheduled Tribes and women.

100 Municipal Council A council was formed with all the elected councilors elected to the municipality for five years. Members of the Council elected one from themselves as Chairman in the first session. If the members of the Council could not be elected chairman, the state government appointed one of the councilors from the council as chairman. Chairman In the administrative field, the role of the chairman is important. The chairman is the chief executive of the municipality. The tenure of the chairman is five years. He can resign himself before this specific term of tenure is over, and he may also be deported based on a written application for at least one -third of the total members of the Councilors. The chairman is the chief executive of the municipality. Due to this, it is controlled by the administration of the whole municipality. The chairman presided over the meeting of the Council. He distributes liability among the members of his council. All the documents of the municipality are preserved by the chairman. As the administrative head of the Assembly, the chairman served with the state government, district authorities, various developmental organizations and citizens and taxpayers of the municipality. Besides, the chairman is responsible for transforming all the decisions taken at the Council. However, the entire officials and employees helped the chairman in this regard. Again, the state government can give the responsibility of various tasks through the law at different times. He has to perform all the duties. Ward Committee It has been said to form a ward committee with one or more wards for every three lakh or more residents of the municipality. The municipality takes decisions regarding the formation of ward committees. If this committee is formed with a ward, then the elected councilor from the concerned ward becomes the chairman of this committee. If this committee is formed with two or more wards, in that case a chairman is elected from among the representatives of the respective wards. The Ward will identify the problems of the ward and forward each problem to the municipal authorities in order of priority. It will supervise the works of road repair, lighting, water drainage, tube wells, food water pipe lines etc. and if there is any complaint, it should be brought to the attention of the commissioner so that the related problems can be resolved. The problems of the residents of the wards should be resolved quickly through discussion in the ward committee. Standing Committee Each Municipality has standings

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committees. The standing committees are constituted with the president and the vice-president, and four other members in the case of Class A

council and four
101 members in the case of Class B councils to be elected by the members of the municipality from amongst elected members for a term of two and a half years. The amended West Bengal Panchayat Act provides for the formation of six standing committees in each municipality- 1. finance and resource mobilization

89% **MATCHING BLOCK 245/321** **SA** Sanjay Kr. Pandey_Economics_130.pdf (D44467227)

standing committee 2. Public works standing committee 3. Health education and urban poverty elevation standing committee 4.

Public health and sanitation standing committee 5. Water supply standing committee 6. Solid waste management standing committee Sources of Income of Municipality For the purpose of carrying out various functions, the municipality needs a large amount of money. There are three sources of municipality . These sources are ● Revenue from own sources The main source of revenue of the municipality is the money collected through taxation. In this context, various taxes, levies, duties, fines etc. are significant. Some of the important taxes and duties are taxes on property, water supply, garbage removal and street lighting, taxes on vehicles and livestock, and newspaper advertisements etc. ● Grant from the State Government The State Government arranges financial assistance for the special projects of the municipality. In various cases and times, the State Government provides financial grants or assistance to the municipalities. All the grants or assistance may be conditional or unconditional. ● Loans Municipalities can raise money through loans subject to the permission of the State Government. Municipalities can borrow from any state-owned bank, government financial institution or any lending institution approved by the state government. But taking such loans requires prior permission of the state government. Again, the state government plays the role of guarantor of municipal debt if needed. Functions of the Municipality Schedule Twelve of the Indian Constitution has provided 18 functions of the municipal corporations. (already discussed earlier). 2.5 Conclusion The process of development and urbanization has increased in every state of India. Rapid urbanization has brought about significant changes in the socio-economic conditions of urban

102 residents. Many and various problems have arisen in urban areas. The responsibilities of municipalities and municipal corporations have been gradually expanded. In this situation, all the civil needs cannot be met through the limited income. So the municipal government has to increase the source of income. Apart from that, the state's controls over municipalities and municipal corporations need to be reduced. 2.6 Summary Municipal Corporations is the top most urban body in India. Municipality is established in the smaller city or towns. Mayor is the administrative head of the municipal corporation whereas the chairman is the administrative head of the municipality. Both urban bodies have five year terms. Both the bodies have their own revenue systems. Apart from state and central government grant funds to these municipal bodies to carry out national and state level schemes or policies. Beside this they can borrow the loan from public sector banks. In terms of loan both the urban bodies require the approval of the state government. Municipal corporations and municipalities have to perform 18 functions mentioned in the constitution. They are operated by several committees such as ward committee, standing committee etc. 2.7 Glossary Councilor- An elected member of a ward in a municipality or municipal corporation. Municipal Council- is an urban local government in smaller urban areas. Municipal Corporation- is an urban local government in big cities. 2.8 Model Questions Short Questions ➢ Write a Short Note on Municipality. ➢ Write a short notes on Municipal Corporation ➢ What is the Ward committee? ➢ What is the Role of the Standing committee in municipal corporation? Long Questions ➢ Write a Note on Composition and function of the Municipal Corporation ➢ Write a Note on composition and function of the municipality

103 2.9 References 1. Schultz, O. and Tran, D. Municipal corporations: A study of the accounting choice, Simple search. Available at: https://www.diva- portal.org/smash/get/diva2:736460/FULLTEXT01.pdf (Accessed: November 3, 2022). 2. P. Sachdeva(2011). Local Government in India. Noida: Pearson, 3. The Constitution (74th amendment) act, 1992 background (no date). Available at: https://mohua.gov.in/upload/uploadfiles/files/74th_CAA13.pdf (Accessed:November 25, 2022). 4. West Bengal Panchayat Act, West Bengal panchayats acts. Available at: http://www.wbprd.gov.in/HtmlPage /view_rules_acts.aspx (Accessed: November 20, 2022). Unit-III Mayor in Council System in Municipal Corporation STRUCTURE 3.1 Learning Objectives 3.2 Introduction 3.3 Mayor in Council 3.4 Conclusion 3.5 Summary 3.6 Glossary 3.7 Model Questions 3.8 References 3.1 Learning Objectives The prime objective of this unit is to discuss the power and function of Mayor-in-Council and the role of Mayor in mayor in council. 3.2 Introduction Mayor is the civic head of the municipal corporation. According to the Merriam-Webster Dictionary Mayor-Council is 'relating to, or constituting a method of municipal government in which policy-making and administrative powers are vested in a usually elective mayor and council'. Mayor in Council is the prime administrative unit in a municipal corporation. This system was introduced in west bengal in 1980 as the Calcutta Municipal Corporation Act. This system increases the responsibility of the mayor. This Act favors a strong mayor system.

104 3.3 Mayor in Council The main administrative body of Calcutta Corporation is Mayor in Council . This council is formed with a mayor, deputy mayor and more than 10 councilors. That is, the Mayor in Council is formed with a maximum of 12 members. The councilors elect the mayor from among themselves. The mayor was elected at the first meeting of the newly elected councilors. The mayor appoints

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the deputy mayor and other members of the council. The

term of office of the council mayor is five years. However, the members of the previous council mayor remain in office until a new mayor is elected. If the mayor resigns or is removed from office, the mayor in council is abolished. The Mayor may remove any member by written order and the Council shall cease to be a member of the Council if the membership of the Corporation is terminated or the term of membership has expired. The members of the mayor in council take responsibility for a specific matter. They supervise and coordinate the activities of various departments. They are personally responsible for their respective departments. According to the new law,

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the executive powers of the Corporation are exercised by the Mayor in council. The mayor in council

performs all executive duties on behalf of the Corporation. The Mayor in Council is formed according to the norms of parliamentary democracy. The relationship of mayor in council with corporations is similar to that of cabinet with state legislatures. The mayor convened a meeting of the mayor in council. He presided over this meeting. The agenda of this meeting is fixed by the direction of the Mayor. The Council manages the affairs of the Corporation with the approval and consent of the Mayor. However, the council may give the power and authority to the mayor in writing and subject to conditions to take action on any matter. The Mayor himself can take decisions on urgent matters and take necessary measures accordingly. However, the mayor has to submit his report to the corporation or council as soon as possible. If the mayor's seat is temporarily vacant due to resignation, removal or death, the deputy mayor performs the duties of the mayor for that period. At that time all the powers of the mayor are enjoyed by the deputy mayor. The main power is vested in the hands of the mayor. The administration of the corporation revolves around him. This mayor in council performs all the executive duties in the name of the corporation. According to the present Corporations Act, the chief administrative officer of the Corporation is the Mayor. The Mayor is the central figure in the council. He has the main power. The administration of the corporation revolves around him. The Mayor is responsible for supervising

105 and coordinating the functions of the Corporation. The relationship of the State Cabinet with the State Legislature is similar to that of the Mayor's Council with the Corporation. A mayor in council is made up of members of the mayor's political party or group. It also ensures the active cooperation of all members of the council. The mayor can successfully manage the municipal administration and good relations with other members of the council. In the present system, the person holding the post of Mayor of Kolkata must be the leader of a political party. Because the tradition of the parliamentary system dictates that the mayor is the leader of the majority party of the corporation. In this way, the responsibility of municipal administration of Calcutta is entrusted to one party. As a result, political opposition cannot create problems in the municipal administration. Responsibilities of various departments are clearly divided among the members of the Mayor in Council. The members of the council take responsibility for a specific subject or department. As a result, they do not have to be burdened with various responsibilities. In this situation, it is possible to formulate and manage development plans in all basic matters. In this way successful municipal administration can be ensured by careful utilization of experience and skill. The members of the mayor in council are responsible directly to the corporation for their respective offices for the conduct of the functions of the council. The mayor can be removed by a motion. If the mayor is removed, the mayor's council will also be abolished. For this reason, the mayor in council has to play a responsible role in the municipal administration. As a result ,the council cannot be autocratic. 3.4 Conclusion From the above discussion it can be concluded that Mayor-in-Council is the prime body to implement the government's policies. Mayor is the administrative head of the corporation as well as Mayor-in-Council. The council is directly responsible to the corporation for their every action. The mayor in councils is constituted according to the norms of parliamentary democracy. The tradition of parliamentary democracy has been followed in the functioning of this council. The executive powers of the Corporation are vested in this Council as per the provisions mentioned in the Calcutta Municipal Corporation Act. 3.5 Summary Mayor in council is the main administrative body of the corporation which is constituted with a mayor, deputy mayor and more than 10 councilors. That is, the Mayor in Council is formed with a maximum of 12 members. The mayor in council is formed as per the parliamentary norms. The council acts like a cabinet of the state government where the mayor is the head of the council and the whole council is responsible collectively to the corporations. Mayor presided over all the

106 meetings of the council. If the mayor resigns from his/her post, the council will be abolished. Mayor in council can take all the executive decisions of the corporations. The relationship of the State Cabinet with the State Legislature is similar to that of the Mayor's Council with the Corporation. 3.6 Glossary Mayor in Council- main administrative body of a corporation. Parliamentary Democracy- A system of a democratic governance of a state. Mayor- A civic head of a municipal corporation. 3.7 Model Questions Short Questions ➢ Write a Short Note on Mayor-in Council. ➢ What is the composition of the Mayor-in Council. Long Questions ➢ What is the role of mayor in Mayor-in Council? ➢ Discuss the power and functions of the Mayor-in Council. 3.8 References 1. The Constitution (74th amendment) act, 1992 background (no date). Available at: https://mohua.gov.in/upload/uploadfiles/files/74th_CAA13.pdf (Accessed: November 25, 2022). 2. The Kolkata Municipal Corporation Act, 1980 (no date). Available at: http://www.wbja.nic.in/wbja_adm/files /The%20Kolkata%20Municipal%20Corporation% 20Act,%201980.pdf (Accessed: November 30, 2022). 3. "Mayor-council." Merriam-Webster.com Dictionary, Merriam-Webster, https://www.merriam- webster.com/dictionary/mayor-council. (Accessed 21 Nov. 2022)

107 Unit-IV Chairman in Council System in Municipalities STUCTURES 4.1 Learning Objectives 4.2 Introduction 4.3 Chairman in Council 4.4 Conclusion 4.5 Summary 4.6 Glossary 4.7 Model Questions 4.8 References 4.1 Learning Objective The prime objective of this unit is to discuss the power and function of Chairman-in-Council and the role of Chairman in Chairman in council. 4.2 Introduction The chairman-in-council system was established in West Bengal by the West Bengal Municipal Act, 1993. Chairman is the civic head of the municipality. The chairman in Council is formed according to the norms of parliamentary democracy. The relationship of chairman in council with municipality is similar to that of cabinet with state legislatures. 4.3 Chairman in Council According to the West Bengal Municipal Act, 1993, 'There shall be

Chairman-in-Council consisting of the

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Chairman, Vice-Chairman and other members not exceeding, in the case of a municipal area included in Group A, five, in the case of a municipal area included in Group B, four, in the case of a municipal area included in Group C, three : Provided that in respect of the municipal areas included in Group D and Group E, all the powers and functions vested with the Chairman-in-Council under this Act or under any other law, for the time being in force, shall be examined

or performed, as the

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case may be, by the Chairman of the concerned Municipality'. 108

All executive powers of the Municipality are vest in the Chairman in Council. It is collectively responsible to the municipality. The Chairman presides over the meetings of the Board of Councilors along with the Chairman-in-Council. The chairman convened a meeting of the chairman in council. He presided over this meeting. The agenda of this meeting is fixed by the direction of the chairman. The Council manages the affairs of the municipality with the approval and consent of the chairman. However, the council may give the power and authority to the chairman in writing and subject to conditions to take action on any matter.

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The Chairman allocates business among the members of the Chairman-in-Council in respect of Group A, Group B and Group C municipalities. The

chairman himself can take decisions on urgent matters and take necessary measures accordingly. However, the chairman has to submit his report to the municipality or council as soon as possible. If the chairman's seat is temporarily vacant due to resignation, removal or death, the vice-chairman performs the duties of the chairman for that period. At that time all the powers of the mayor are enjoyed by the vice-chairman. The main power is vested in the hands of the chairman. The administration of the municipality revolves around him. The members of the chairman in council take responsibility for a specific matter. They supervise and coordinate the activities of various departments. They are personally responsible for their respective departments. The executive powers of the municipality are exercised by the chairman of the council. The chairman in council performs all executive duties on behalf of the municipality. 4.4 Conclusion From the above discussion it can be concluded that Chairman-in-Council is the prime body of the municipality. Chairman is the administrative head of the corporation as well as Chairman-in- Council. The council is directly responsible to the corporation for their every action. The Chairman of councils acts according to the norms of parliamentary democracy. The tradition of parliamentary democracy has been followed in the functioning of this council. The executive powers of the municipality are vested in this Council as per the provisions mentioned in the West Bengal Municipal Act. 4.5 Summary The Chairman-in-Council system was established in West Bengal by the West Bengal Municipal Act, 1993. The chairman in Council is formed according to the norms of parliamentary democracy. The relationship of chairman in council with municipality is similar to that of cabinet
109 with state legislatures. The council is constituted with the

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Chairman, Vice-Chairman and other members not exceeding, in the case of a municipal area included in Group A, five, in the case of a municipal area included in Group B, four, in the case of a municipal area included in Group C, three.

all executive powers of the municipality are vested on the chairman-in council. chairman is the head of the council. he/she presides all the meeting of the council. Chairman in the council is collectively responsible to the municipality. 4.6 Glossary Chairman-In-Council- prime administrative body of a municipality. Parliamentary Democracy- A system of a democratic governance of a state. Chairman- Administrative head of a municipality. 4.7 Model Questions Short Questions ➢ Write a Short Note on the Chairman-in Council. ➢ What is the composition of the Chairman-in Council? Long Questions ➢ What is the role of mayor in the Chairman-in Council? ➢ Discuss the power and functions of the chairman-in Council. 4.8 References 1. Department of Urban Development & Municipal Affairs (no date). Available at: https://www.wburbanservices.gov.in/upload_file/act_&_rules/west_bengal_municipal_act.pdf (Accessed: November 30, 2022). 2. The Constitution (74th amendment) act, 1992 background (no date). Available at: https://mohua.gov.in/upload /uploadfiles/files/74th_CAA13.pdf (Accessed: November 25, 2022).
110 Unit- V Urban Development Authorities Structure 5.1 Learning Objective 5.2 Introduction 5.3 Urban Development 5.4 Urban Development Authorities in India 5.5 Conclusion 5.6 Summary 5.7 Glossary 5.8 Model Question 5.9 References 5.1 Learning Objective By reading this unit, the reader can understand the meaning of urban development and urban development authorities with examples. 5.2 Introduction Urban Development Authority is a body created for ensuring the development of the urban areas. It is established by law passed by the government. Thus the Urban Development Authority is a statutory body. In the era of globalization the demand of urban areas is increasing day by day. Municipalities and corporations are facing many problems delivering services in this rapid growing process of urbanization. In this connection state governments are creating several urban development authorities for specific purposes. In West Bengal, several urban development authorities are there such as Kolkata Metropolitan Development Authority, Siliguri Jalpaiguri Development Authority, West Bengal Housing Infrastructure Development Corporation. Other significant urban development authorities in India are Delhi Development Authorities, Housing and Urban Development Corporation etc.
111 5.3 Urban Development Urban planning is a technical and political process through which use of land and urban environment are designed. This process includes air, water, urban infrastructure, transport systems, service management, housing etc. Proper development of urban residents is ensured through urban planning. How the city's resources (such as water, Gas, land) will be delivered to the people, ensuring proper use of land in infrastructure and locations are implemented through urban planning. Urban planning includes research and analysis, strategic thinking, architecture, urban design, public opinion polling, policy formulation, implementation and management. A design is formulated according to the overall condition of the city and identifying various issues. Urban planners work to formulate the necessary policies to ensure proper management of the city. 5.4 Urban Development Authorities in India Urban Development Authorities are created for the infrastructural development of urban areas. These authorities make urban planning as per the global need and execute those plans to ensure sustainable development. Some urban development authorities are discussed below- Housing and Urban Development Corporation (HUDCO) Housing and Urban Development Corporation (HUDCO) is a public sector unit under the Ministry of Housing and Urban Affairs established on April 25, 1970. HUDCO’s prime mandate is to improve the housing conditions of the economically weaker sections and to concretize this, it was necessary to ensure that it would essentially have to be low cost, easily available and require minimum skills (Sachdeva: 2011). Main Objectives of HUDCO Presently The Housing and Urban Development Finance Corporation outlines their objectives mentioned below- ● Providing long term finance for construction of houses for residential purposes or finance or undertake housing and urban development programmes in the country; ● Financing or undertaking, wholly or partly, the setting up of new or satellite towns; ● Subscribing to the debentures and bonds to be issued by the State Housing (and/or Urban Development) Boards, Improvement Trusts, Development Authorities etc., specifically for the purpose of financing housing and urban development programmes; ● financing or undertaking the setting up of industrial enterprises of building material;

112 ● Administering the money received, from time to time, from the Government of India and other sources as grants or otherwise for the purposes of financing or undertaking housing and urban development programmes in the country; ● To promote, establish, assist, collaborate and provide consultancy services for the projects of designing and planning of works relating to Housing and Urban Development programmes in India and abroad; ● To undertake the business of Venture Capital Fund in Housing and Urban Development Sectors facilitating Innovations in these sectors and invest in and/or subscribe to the units/shares etc. of Venture Capital Funds promoted by Government/Government Agencies in the above areas; Delhi Development Authorities (DDA) Delhi Development Authorities (DDA) was established in 1957 through Delhi development Act to promote and secure development of Delhi. Since 1957 DDA has played a crucial role in the orderly-yet-rapid development of Delhi. The Delhi Development Act (1957) stated that 'The objects of the Authority shall be to promote and secure the development of Delhi according to plan and for that purpose the Authority shall have the power to acquire, hold, manage and dispose of land and other property, to carry out building, engineering, mining and other operations, to execute works in connection with supply of water and electricity, disposal of sewage and other services and amenities and generally to do anything necessary or expedient for purposes of such development and for purposes incidental thereto: DDA formulated its 1st Master Plan in 1962 for planned growth and development of Delhi and It revised the 1st Master Plan and a Comprehensive Master Plan with a perspective up to 2001. As per the DDA record 'DDA has constructed, or facilitated construction of more than 10.65 lakh dwelling units hereby ensuring shelter for more than half of the population of Delhi and it has developed as many as 22 industrial estates having 12000 units. The Authority has also allotted thousands of institutional plots'. So it can be undoubtedly said that DDE has contributed to the progress of Delhi at present. Kolkata Metropolitan Development Authority (KMDA) Kolkata Metropolitan Development Authority is formed as a statutory body under the West Bengal Government. CMDA was established by the The calcutta Metropolitan Development Authority Act, 1972. It is a planning and development authority of Kolkata.
113 KMDA performs its functions in Kolkata Metropolitan Planning Area. It is performing its functions under

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the administrative control of Urban Development Department of Government of West Bengal. The KMDA

is constituted with

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an 11 member board or authority including both elected representatives and nominated bureaucrats. The Hon'ble Minister in charge of Urban Development, Government of West Bengal is the ex-officio Chairman of the KMDA Board. The Board or Authority of the KMDA takes all major policy decisions that are incidental to the running of

the business of the KMDA. KMDA has a multidimensional role. It is the city planning agency, it creates new areas and townships, it provides basic services like water, drainage, waste management along with physical infrastructure development. KMDA is the technical secretariat of the Kolkata Metropolitan Planning Committee (KMPC). Apart from these main functional areas, KMDA is also engaged in providing consultancy services and implementing projects on behalf of other public sector departments and agencies. 5.5 Conclusion Finally, let us say that in the era of globalization, the government has created various urban development authorities to further develop the urbanization process. Their main aim is to implement various developmental projects in the urban areas. 5.6 Summary The Urban Development Authority has been created to ensure the development process in urban areas. Municipalities and corporations are always facing various challenges to take necessary steps to meet the increasing demands of urban areas. It is for this reason that the government is creating specific development authorities for specific purposes. for example, Housing and Urban Development Corporation (HUDCO) is created for improving the housing conditions of the economically weaker sections and to concretize this, it was necessary to ensure that it would essentially have to be low cost, easily available and require minimum skills.Delhi Development Authorities (DDA) is established for promoting and securing the development of Delhi. Kolkata Metropolitan Development Authority (KMDA) acts as a city planning agency and creates new areas and townships, it provides basic services like water, drainage, waste management along with physical infrastructure development. 5.7 Glossary Globalization- a process in which people, companies, government, non-governmental organizations interact with each other and exchange knowledge.
114 Urban Development Authorities- An Authority created for the development of urban areas. 5.8Model Questions Short Questions ➢ Write a Short Note on Housing and Urban Development Corporation (HUDCO). ➢ What do you mean by urban development? ➢ Write a short note on DDE. ➢ Write a short note on KMDA? Long Questions ➢ Write a note on Urban Development Authorities in India ➢ What are the objectives of the HUDCO? 5.9 References 1. P. Sachdeva(2011). Local Government in India. Noida: Pearson. 2. Housing and Urban Development Corporation Housing and Urban Development Corporation - Home. Available at: https://www.hudco.org.in/ (Accessed: November 30, 2022). 3. The Delhi Development Act, 1957 arrangement of sections - legislative . Available at: https://legislative.gov.in/sites/default/files/A1957-61.pdf (Accessed: November 30, 2022). 4. KMDA organization. Kolkata Metropolitan Development Authority. Available at: https://kmda.wb.gov.in/page/cms/kmda_organization_7ab718 (Accessed: November 30, 2022). 5. The Calcutta Metropolitan Development Authority Act, 1972. . indiacode.nic.in. Retrieved November 5, 2022, from https://www.indiacode.nic.in/bitstream/123456789/14202/1/1972-11.pdf
115 CC VII BLOCK IV UNIT I SOURCES OF REVENUE Structure 1.9 Objectives 1.10 Introduction 1.11 Finances of the Urban Local Government 1.12 Sources of Funds 1.13 Investment Requirement 1.14 Financially Empowering the ULBs 1.15 Conclusion 1.16 Summary 1.17 Glossary 1.18 Model Questions 1.19 References 1.0 Objectives After studying this unit, you are expected to: ? Identify the legal and institutional frameworks of states for the operational devolution of functions, officials, and funds to the Urban Local Bodies. ? Identify the various sources of revenue for the ULBs including tax revenue; non-tax revenue; devolution of funds from the State Government; financial assistance from the Union government; grants based on the recommendations of the CFCs; and borrowings.

116 ? Understand the investment requirement for urban infrastructural services and the measures that might aid in expanding the resource base of the ULBs. 1.1 Introduction The economic development of a country is often understood to be steered by its cities or urban areas. At present, Indian GDP witnesses about 63 percent contribution from urban areas, which is expected to reach almost 75 percent by 2030. Together with this, most of the GDP from non- farm sector (about 86 percent of GDP) is contributed either by cities, census towns, or from outside the ULB areas in the urban agglomerations, as part of a structural change. This generates opportunities of employment to a vast number of unemployed people. Further, this leads to migration from rural areas to urban areas and from smaller towns to bigger cities and urban areas in search of employment and better standards of living. The civic agencies of cities are thereby burdened with the responsibility of providing at least basic services and amenities if not more, depending on the availability of resources. The Urban Local Government as a nodal body is expected to perform functions that will lead to comfortable lives for its residents. The scope of responsibilities and corresponding functions of Urban Local Governments is contextually determined. The principles of economy and subsidiary lead to Urban Local Government being an obvious choice for certain functions like waste management, water supply and sewerage, horticulture etc. However, according to article 243X of the Constitution of India, the State government is vested with the power to assign functions to Urban Local Bodies (ULBs). The ULBs were granted Constitutional status as functional units of Local Self-Government by the 74th Constitutional Amendment Act (CAA) of 1992. The legal and institutional frameworks of all states within the territory of India must provide for adequate and operational devolution of functions, officials, and funds to the Urban Local Bodies for transparent, responsive, efficient, effective, and accountable urban governance. Being municipal bodies in any State, ULBs therefore, obtain their powers and scope of duties from the municipal laws framed by the respective states. However, municipal laws are not uniform across states in India, with different states resorting to different levels of devolution. 1.2 Finances of the Urban Local Government Fiscal stress has been preponderant in the history of most ULBs in India. They have, generally, always faced shortage of adequate funds. This is not a recent development as their sources of

117 revenue were scant and limited (except for some big cities like Mumbai) even after independence. The following taxes have been recommended by the Taxation Enquiry Commission (1953) for exclusive reservation and utilisation by/for local bodies: i) Taxes on lands and buildings ii) Tax/ duty (octroi has been abolished by all the states) iii) Taxes on vehicles other than those mechanically propelled iv) Taxes on animals and boats v) Taxes on professions, trades, callings and employments vi) Taxes on advertisements other than advertisements published in newspapers vii) Theatre tax or show tax viii) Duty on transfer of immovable property (levied along with the Stamp Duty collected by the Government) ix) Taxes on goods and passengers carried by roads or inland waterways. Along with this, the Commission had also advised the need for encouraging municipalities to create and expand their non-tax sources of revenue. The low revenue levels of ULBs can also be attributed to the general hesitation to impose new taxes or increase the tax rates. The assumption that the 74 th CAA would improve the fiscal health of the ULBs did not prove true as their present state of finances remains far from satisfactory. Mathur (2011) states that: i) Internally generated revenue by municipalities is inadequate to meet revenue expenditures ii) Nature of transfers and grants-in-aid is ad-hoc and discretionary iii) Expenditure on establishment (wages and salaries) is very high vis-a-vis expenditure on operations and maintenance of services, and iv) There is lack of adequate finance data. In order to gain an understanding of the resource base of ULBs, we need to look into their sources of funding in relation to the investment requirement in urban areas. 1.3 Sources of funds The sources of funds for ULBs can broadly be classified as follows: 1.3.1 Tax Revenue The ULBs are eligible to levy certain taxes. Of these, a few of the most common ones are professional tax, property tax, advertisement tax, and entertainment tax, among several others. In

118 2017-18, Property tax contributed almost 60 percent to municipal tax revenue in India and as such, Property tax continues to be the major source of income for most of the local bodies. However, according to Ahluwalia et al.(2019), even while contributing nearly 60 percent to municipal tax revenue, it was only 0.15 percent of GDP, which is much below the level of 1 percent estimated for recurrent taxes on immovable property in OECD countries. States are expected to double the property tax collection from INR 200000 million (2019) to INR 400000 million by 2024 according to the tool kit of the government of India (September 2020). In order to achieve this: (i) PT base needs to be expanded with ration cards, GIS mapping, mutations, cross- checking with building licenses, review of exemptions, electricity/gas accounts, and cover all government properties under GoI circular 2009 (ii) The guiding value for rent or unit area needs to be revised e.g. Delhi rates are fairly low, and (iii) Revenue collection needs to be automated following a smooth online system offering attractive concessions and incentives; Always Best Control (ABC) analysis is required to specially target top 10-20 percent properties with attachment of bank account. According to the estimates of the High Powered Expert Committee, 2011, the total municipal revenue for India as a whole was about INR 1 lakh crore. The bulk of this income is leached by staff salaries, pensions and operational expenses. This is one of the reasons behind the stagnancy of Municipal revenue as a share of GDP in India at around 1 percent from 2007-08 to 2017-18. It was only 0.43 percent of GDP in 2017-18. 1.3.2 Non-tax Revenue As mentioned before, ULBs have certain non-tax sources of revenue as well. Of these, the most common are user charges for water and sanitation, rent from municipal properties, and so on. There has been a considerable increase in the share of non-tax receipts from 33 percent in 2007- 08 to 41 percent in 2017-18. However, it is true that the enormous potential of increasing this revenue further through the levying of user charges remains untapped. The revenue obtained at present is not sufficient to fully meet the cost of service delivery. The JNNURM had tried to to correct this discrepancy through reforms, but it could not be executed uniformly across the country. Other non-tax sources of revenue generation that might considerably enhance fiscal
119 resources of the ULBs also need to be paid more attention. Local fee/charges have enormous potential in this regard such as (i) right of way from gas/electricity and fibre optic lines (ii) cell tower (iii) recovery on user charges (water etc.) which is only @ 20 percent, (iv) leasing electricity poles (v) and giving maintenance of parks to RWAs like Delhi @ INR 8000 per park, which is much lower than the amount spent for a municipal employee. Along with these measures, advertisement fees need to be levied along the lines of Thiruvananthapuram (listing the sites and plugging the leakages for 33170 unauthorised boards to double the income from 2018 to 2019). With revision of rates in a ratio of 1:8 as per location and by dividing the city into clusters, South Delhi MC has recorded a three-time increase in revenue. 1.3.3 Devolution of funds from the State Government The revenue generated from the devolution of funds from the state government is largely dependent on the recommendations of the State Finance Commission (SFC). Article 243Y provides for the creation of the Finance Commission as well as the review of
the financial position of the municipalities. Accordingly, the SFC can place its
recommendations to the Governor as to: i) The principles, which should govern: •

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the determination of the taxes, tolls, duties, and fees, which may be allotted to or appropriated by the

Municipalities •

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the distribution between the State and the Municipalities of the net proceeds of the taxes, tolls, duties, and fees levied by the State, which may be divided between them under this Part and the distribution between the Municipalities at all levels of their respective shares of such proceeds; and • the

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grants in aid to the Municipalities from the Consolidated Fund of the State

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ii) the measures required for the improvement of the financial position of the
Municipalities iii) any other matter referred to the
Finance Commission
by the Governor
with regard to the sound finance of the Municipalities However, there is a significant gap between the Constitutional provisions and the execution of these by the SFCs on the ground. The states have not been adequately attentive to this institution which holds a lot of potential. The process of report submission is often hugely delayed. Chakraborty et al. (2018) noted that the SFCs in 12 states took more than 30 months to submit their reports. This happens because the SFCs in general experience issues of non-
120 availability of data, inadequate office space and shortage of technical staff. The recommendations have very often been shoddily implemented which has affected the adequate devolution of funds to the ULBs. 1.3.4. Grants from the Union Government for Development Schemes There has been a considerable increase in financial assistance from the Union Government to the states and the ULBs after the implementation of JNNURM through several centrally sponsored schemes like AMRUT, Smart Cities Mission, Pradhan Mantri Awas Yojana, and so on. However, these also require participation by the states and ULBs who are expected to contribute some amount of money towards these schemes as well. ULBs then have to bear the responsibility of generating required funds through sources such as borrowings, municipal bonds, and so on. 1.3.5 Grants based on the Recommendations of the Central Finance Commission The CFCs started recommending the direct transfer of grants to the Urban Local Bodies from the Tenth National Finance Commission (NFC) onwards, with the Amendment in Article 280 after the 74th CAA. The 14th FC allocated the grants between the Rural and Urban Local Bodies in the ratio of 70:30. The ULBs received the grant in two parts – a basic grant (unconditional) and a performance grant (conditional) in proportion of 80:20. The NFC devolution has since increased from INR 1000 Crores to INR 29000 Crores (during the period 1995 to 2020). The 15 th FC has recommended the rise in the share of ULBs to 40 percent over the medium term considering the upsurge in urban population and the shifting sectoral composition of GDP. There is also a proposition for the inter se distribution of grants for Local Bodies to be based on population and area in the ratio of 90:10. The 15th FC has further recommended differentiated treatment for fifty million-plus urban agglomerations/cities excluding Delhi and Srinagar and all other cities and towns with less than one million population. The grants for million-plus cities are for supply and management of water, solid waste management, conservation, and ambient air quality. For the other local bodies, the grants are- (i) 50 percent for basic grants and (ii) 50 percent for drinking water and solid waste management. There is also specific mention that these grants shall not be employed to substitute either the Central Sector Schemes like Swachh Bharat Mission, AMRUT, and so on, or any scheme of the State Government. 1.3.6. Borrowings The ULBs are compelled to borrow from the capital market owing to the scant sources of revenue and lower than optimum levels of receipts. In order to be eligible for such borrowings,
121 however, the ULBs need to prove their credit-worthiness. This is relatively easier for big cities but quite difficult for the ULBs of small cities and towns. As a remedial measure and to enhance the credit-worthiness of such municipalities, reforms and handholding on their part had been suggested by the Government of India. Cities like Ahmedabad could issue bonds and raise INR 100 crores in 1998. Since then it has raised money five times through this measure even as late as 2019, when it raised INR 200 crores. Credit rating agencies like ICRA evaluate the credit rating of a ULB considering the following factors: • Inter-governmental fiscal relationships • Operational efficiency of the ULB ? Economy of the municipal area • Project pipeline and execution track record • State government's credit quality • Management quality and reform orientation, and • Municipal finances 'Adequate financial accountability' has been suggested by NITI Aayog. This requires observance of Fiscal Responsibility and Budget Management Act, 2003 that provides for monies and borrowings to remain within manageable limits. 1.4 Investment Requirement The primary hindrance that any agency experiences in trying to estimate expenditure details for works in urban areas is the lack of accurate and adequate municipal level data in a uniform format across the country. Despite this, some normative approximations have been generated. The investment requirement for urban infrastructural services had been estimated by the High Powered Expert Committee (HPEC) (2011) at INR 31 lakh crore (at 2009-10 prices) for eight sectors of urban infrastructure for the period 2012-2031. The HPEC had directed that urban infrastructural investment should rise from 0.7 percent of GDP in 2011-12 to 1.1 percent of GDP by 2031-32. 1.5 Financially Empowering the ULBs Some analysts have opined that the new wealth being produced as a result of the economic development of the urban areas requires more effective taxation. Unless this new wealth is effectively taxed, provision of even basic facilities such as water, sanitation, transport, and so on

122 will be negatively affected. According to Pandey (2011), “given a chance (with better financial management and devolution or powers to collect revenue from city potential) the ULBs can mobilise as high as 6 percent of city income.” The following measures may help expand the resources of the municipalities: i) The need for transferring adequate taxation powers to the Local Bodies has to be acknowledged so that they can explore and identify newer areas for taxation. ii) Property tax is a major source of revenue for the ULBs. Therefore, the Property tax reforms mentioned in the Toolkit of GoI need to be implemented immediately to double the revenue from 20000 Crores to 40000 crores by 2024. More properties that can be assessed for tax also need to be identified through the use of technologies like household surveys and GIS. The Ministry of Housing and Urban Affairs under the aegis of the Government of India has directed the states to examine the problem of low property tax rates, which may be revised periodically. The 14th Finance Commission directed states to undertake an objective determination of the base and see to its regular revision in order to adjust for inflation. iii) Determining non-land based sources of revenue may prove to be viable as they would be relatively less touched by politics. The 14th Finance Commission had directed the states to adopt measures that could empower the Local Bodies to levy entertainment tax and advertisement tax. According to NITI Aayog, “the ULBs are sometimes not even aware of the opportunities and avenues of generating revenues through taxes and non-tax charges. Even if they are aware, they do not have the skill to optimise tax collection”. iv) The Goods & Services Tax (GST) reform has adversely affected the already weak resource base of the ULBs. Some compensatory mechanism may be devised to remedy this. v) User charges for several services do not even cover the costs of operation and maintenance. The states were mandated to implement the necessary reforms under the JNNURM. However, the level of realisations was very low owing to immense resistance from beneficiaries. The need for recovering at least O&M costs was again stressed by the 14th Finance Commission. vi) The system can be made more efficient through e-governance tools like online procurement, tenders and online expenditure reports. vii) The ULBs can also expand sources of revenue through other sources such as pooled financing, urban infrastructure funds, and municipal bonds. 1.6. Conclusion

123 According to Habitat III (2016) UN, “urban governance systems in most countries are currently not fit for purpose and need critical reform to enable sustainable urban development”. With the 74th CAA, it was hoped that the Urban Local Governments would be vested with adequate additional powers which would empower them to smoothly function as institutions of Self- Government. However, the unwelcome reality is that the ULBs are still beset with the problem of the 3Fs—Functions, Functionaries and Finance. While the reasons behind the inadequate level of resources of the ULBs have mostly been identified and recent times have seen a strong realisation of the need for reforms in that sphere, a concerted political will would be the cornerstone of such reforms. 1.7 Summary The unit has discussed the following: ? The legal and institutional frameworks of all states within the territory of India must provide for adequate and operational devolution of functions, officials, and funds to the Urban Local Bodies for transparent, responsive, efficient, effective, and accountable urban governance. ? The various sources of revenue for the ULBs including tax revenue; non-tax revenue from user charges for services, rent from municipal properties, and so on; devolution of funds from the State Government; Financial assistance from the Union government to the states and ULBs; grants based on the recommendations of the CFCs; and borrowings from the capital market. ? The investment requirement for urban infrastructural services had been estimated by the High Powered Expert Committee (HPEC) (2011) at INR 31 lakh crore (at 2009-10 prices) for eight sectors of urban infrastructure for the period 2012-2031. ? Measures that might aid in expanding the resource base of the ULBs. 1.8. Glossary Devolution: It refers to the relocation of powers to lower levels of the Government Structural Transformation: Shifting of work force among economic sectors such as Agriculture, Manufacturing, and Services 1.9 Model Questions Long Answer Type 1. Discuss the taxes recommended by the Taxation Enquiry Commission (1953) for the exclusive reservation and utilisation by/for local bodies .

124 2. What are the principles governing the devolution of funds from the State Government to urban local government in India? 3. Discuss the grants received by ULBs based on the recommendations of the Central Finance Commission. 4. Discuss the ways in which ULBs can be financially empowered in India? What is the role of the state government in this regard? Short Answer Type 1. What are the sources of non-tax revenue for urban local government in India? 2. Discuss briefly the matter of ULB borrowings from the capital market in India. 3. What are the ways in which property tax collection can be enhanced in India? 4. What are the recommendations of the 15 th Finance Commission with regard to grants to the ULBs? 5. What are the estimates of the High Powered Expert Committee (HPEC) (2011) regarding investment requirement for urban infrastructural services in India? 6. Mention three recommendations regarding the financial empowerment of ULBs in future. 1.10. References Ahluwalia, I.J., Mohanty, P.K., Mathur, O., Roy, D., Khare, A. & Mangla, S. State of Municipal Finances in India: A Study prepared for the Fifteenth Finance Commission. (New Delhi: ICRIER, 2019). Chakraborty, P., Gupta, M. & Singh, R.K. Overview of State Finance Commission Reports. (New Delhi: NIPFP, 2018). Government of India. Report of the Taxation Enquiry Commission. (New Delhi: Ministry of Health, Family Planning and Urban Development, 1953-54). Government of India. Report of the Rural Urban Relationship Committee. (New Delhi: Ministry of Health & Family Planning, 1964). Government of India. Report of the Committee on the Service Conditions of Municipal Employees. (New Delhi: Ministry of Finance, 1968). High Powered Expert Committee. Report on Indian Urban Infrastructure and Services. (New Delhi: ICRIER, 2011).
125 ICF GHK. Approach towards Establishing Municipal Cadres in India. (New Delhi: MoUD and the World Bank, 2014). ICRA. Rating methodology for Urban Local Bodies. (New Delhi: ICRA, 2016). Kamath, L & Zachariah, Y. "Impact of JNNURM and UIDSSMT/IHSDP Programmes on Infrastructure and Governance Outcomes in Cities/Towns in India: A Review of the State of Knowledge". Working Paper- 7. (Mumbai: TISS, 2015). Mathur, O.P. Municipal Finance Matters: India Municipal Finance Report. (New Delhi: NIPFP, 2011). NIUA. A Study to Qualitatively Assess the Capacity Building Needs of Urban Local Bodies (ULBs). (New Delhi: NITI Aayog, 2015).

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126 RELATIONSHIP

71% **MATCHING BLOCK 253/321** **SA** Unit 12.doc (D112923152)

BETWEEN STATE AND URBAN LOCAL BODIES Structure 1.0 Objectives 1.1 Introduction 1.2 Relationship between State and Urban Local Bodies:

Good Governance 1.3 State and Local Bodies: Relationship, Role and Responsibilities 1.4 Conclusion 1.5 Summary 1.6 Glossary 1.7 Model Questions 1.8 References 1.0 Objectives After studying this Unit, you are expected to: ? Understand the relationships between the State Government and the Urban Local Bodies, in financial, legislative, and administrative spheres; ? Explain the measures taken by the State governments to aid urban local bodies in resource mobilisation and administrative functioning; ? Discuss the steps taken by State and Local Governments towards good governance. 1.1 Introduction The relationship between State government and urban local bodies comprise financial, legislative, and administrative spheres. To understand the relationship between state and ULBs, we need to refer to

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the Seventh Schedule in the Constitution of India which lays out the areas in which the Centre or State has exclusive power to legislate.

In the seventh schedule of the Constitution of India under Article 246, land, provision of civic infrastructure, housing, urban Development, and so on have been designated as state subjects. The state governments can frame relevant laws and policies on these subjects which the ULBs have to then implement. The Government of India (GoI) developed the

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Model Municipal Law (MML) in 2003, National Municipal Accounting Manual (NMAM) in 2004, Solid Waste Management Rules (SWMR)

in 2016, and so on, to help the states in enacting municipal legislations, account maintenance and service delivery. The main idea behind

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the MML was the execution of the provisions of the 74th Constitutional Amendment Act (CAA) to empower the ULBs and create a legislative framework for

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implementation of the Ministry's Urban Sector Reform Agenda. This initiative was 127 expected

to not only augment the revenues of the ULBs but also to empower them to act more effectively in terms of service delivery. Similarly NMAM and SWMR help in more effective budgeting, accounting, and asset and waste management. Effective management of the urban system requires strong local level operations. Decentralisation through the devolution

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of powers and responsibilities to the ULBs is an essential requirement to meet the demands of the rapid growth of urbanisation, particularly in the larger cities.

The 74th CAA sought to bring

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uniformity in the constitution of the municipal bodies through their classification as Municipal Corporations for large urban areas,

Municipal Council for smaller urban areas, followed by Nagar Panchayats. 1.2 Relationship between State and Urban Local Bodies: Good Governance

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The Constitution (Seventy-third Amendment) Act, 1992 and the Constitution (Seventy-fourth Amendment) Act, 1992

are crucial to understand decentralisation of governance. They granted

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constitutional status to the rural and urban local bodies respectively by devolving powers, functions and authority to them. At present, ULBs occupy the third tier in the governance structure and are

the most accessible bodies to the citizens. The local governance of the country was vastly reformed as a result of the 74 th Amendment. It provided for devolution of powers and responsibilities to the ULBs enabling them to act towards social justice and economic development as well as giving them powers of implementation with regard

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to subjects listed in the twelfth schedule of the Constitution. It also granted ULBs financial autonomy by listing sources for devolution of funds. The

ULBs are thereby entitled to

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receive funds from both Local Bodies Grants, through the Central Finance Commission, and funds released by the State Governments on the recommendations of the State Finance Commission. Further, the ULBs cannot be superseded/suspended; and if

a ULB is dissolved by

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the State Government, there must be an election to the same within a period of six months. Moreover, the statutory State Election Commission

is entrusted with conducting the elections, rather than it being left to executive authorities. This brings in continuity in the elected body and aids the creation

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of bottom-up leadership. After Part IX of the Constitution, a new part, Part IX-A, has been

added to the Constitution which provides for decentralisation in urban areas. It lists out issues relating to ULBs such as

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definition, constitution of municipalities and ward committees, reservation, disqualification, powers

and responsibilities, and

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powers to impose taxes. Article 243-Y states that the Finance 128 Commission constituted under Article 243-I shall look into the financial affairs of the Municipalities and make recommendations regarding

the

88% **MATCHING BLOCK 268/321** **SA** Unit 12.doc (D112923152)

distribution of resources between the States and the Municipalities; levying of taxes, duties,

and so on; and grants-in-aid to the municipalities, among other matters. 1.2.1 Powers and Responsibilities of Urban Local Bodies The 74 th CAA empowered the ULBs in political, functional, and fiscal spheres. This Act enabled the ULBs to emerge as vibrant democratic units of self-government and paved the way for decentralisation. This CAA ensures

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representation of people in the house through regular elections without their indefinite supersession, and is

thereby also called the Power to the People. The relationship between states and ULBs become clear when the state governments and ULBs have to interact with each other for resource mobilisation, performing administrative functions, and implementing State or Central Government policies/schemes/reforms. The State Government departments, state-owned PSUs, and state line agencies help, support and guide the ULBs in carrying out administrative functions. In terms of resource mobilisation, the State Government helps the ULBs with

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two types of resources— manpower (technical) and financial. With regard to the implementation of policies, the State Government can enact and enforce laws and frame policies that support

ULBs. 1.2.2 Functional powers and duties The ULB's were entrusted with a list
of 18 functions

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to enable them to function as effective institutions of self-government.

These functions may be undertaken by the ULBs either independently or through specialised agencies. Having adopted the provisions of the 74th CAA, the states also have specific functions with regard to the effective functioning of the ULBs. The various functions any ULB may be expected to perform may be listed as follows: ? Planning functions ? Essential municipal functions or core functions ? Environmental management functions ? Other functions

83% **MATCHING BLOCK 271/321** **SA** Unit 12.doc (D112923152)

The core function of providing basic services to citizens was retained in the Twelfth Schedule

of the 74 th CAA and

80% **MATCHING BLOCK 275/321** **SA** Unit 12.doc (D112923152)

other important functions were also added through this list. These functions include issues such as

urban planning; environmental management and protection of ecology;
129 plans for socio-economic development of the region; as well as other crucial functions such as safeguarding the rights and interests of the disabled and weaker sections; slum management and improvement, and so on. 1.2.3 Fiscal powers ULBs require a very strong revenue base in order to carry out their obligatory and discretionary functions effectively. But most of the ULBs face immense shortage of funds and revenues. In fact, one major cause behind the inefficient functioning of the ULBs is lack of adequate revenues. Resource mobilisation is therefore imperative for the ULBs to offer even basic municipal services. The three major sources of revenue for the ULB's are through powers of taxation, grants or cess; external borrowings; and privatisation initiatives. Further, Article 243 Y provides for the creation of

36% **MATCHING BLOCK 273/321** **W**

the State Finance Commission as well as the review of the financial position of the municipalities. Accordingly, the SFC can place its recommendations to the Governor as to: i) The

principles, which should govern: •

80% **MATCHING BLOCK 274/321** **W**

the determination of the taxes, tolls, duties, and fees, which may be allotted to or appropriated by the

Municipalities •

86% **MATCHING BLOCK 278/321** **SA** Ch. 3.Development of Local Government Institut ... (D106063648)

the distribution between the State and the Municipalities of the net proceeds of the taxes, tolls, duties, and fees levied by the State, which may be divided between them under this Part and the distribution between the Municipalities at all levels of their respective shares of such proceeds; and • the

100% **MATCHING BLOCK 276/321** **W**

grants in aid to the Municipalities from the Consolidated Fund of the State

ii) the measures required for the improvement of the financial position of the
Municipalities iii) any other matter referred to the
Finance Commission
by the Governor
with regard to the sound finance of the Municipalities However, there is a significant gap between the Constitutional provisions and the execution of these by the SFCs on the ground. The states have not been adequately attentive to this institution which holds a lot of potential. The Constitution also allows the State discretionary powers to allocate resources. Therefore, the legislature of a State may, by law:
130 ?

100% **MATCHING BLOCK 277/321** **W**

Assign to a Municipality such taxes, duties, tolls and fees levied and collected by the State Government for such purposes and subject to such conditions and limits; ?

100% **MATCHING BLOCK 281/321** **SA** vijay thesis.pdf (D142533225)

Authorise a Municipality to levy, collect and appropriate such taxes, duties, tolls and fees in accordance with such procedure and subject to such limits; ?

100% **MATCHING BLOCK 279/321** **W**

Provide for Constitution of such Funds for crediting all moneys received, respectively, by or on behalf of the Municipalities and also for the withdrawal of such moneys there from;

97% **MATCHING BLOCK 280/321** **W**

and ? Provide for making such grants-in-aid to the Municipalities from the Consolidated Fund of the State.

The
transfer of funds has significantly improved after the

59% **MATCHING BLOCK 282/321** **SA** Unit 12.doc (D112923152)

constitution of SFCs and insertion of clause 280 (3) (bb & C) in the Constitution to modify terms of reference of the National Finance Commission (NFC). The XVth Finance Commission has recommended Rs 1,21,000 crores for ULBs as against 87,000 Crore by the XIVth NFC. In addition, the Commission has allocated Rs. 24,000 crore for health services. This will

enable the

87% **MATCHING BLOCK 283/321** **SA** Unit 12.doc (D112923152)

cities to face pandemics like COVID-19. These two Finance Commissions have improved

the planning and budgeting process. However, the ULB's still need more financial resources to meet the rising demand for services. 1.2.4 Political empowerment

73% **MATCHING BLOCK 284/321** **SA** Unit 12.doc (D112923152)

The State Election Commission is responsible for conducting elections to the ULBs. Members are elected for a period of 5 years by direct elections.

The manner of electing Chairpersons of ULBs is based upon the discretion of the respective State Legislature. Prior to the 74 th CAA, the ULBs used to be superseded for many months thereby negatively affecting their operations as public agencies. However, the 74th CAA (article 243 U) states that if a ULB is dissolved before 5 years, elections to constitute a new ULB

85% **MATCHING BLOCK 285/321** **SA** Smriti_Thesis_Full_Paper_for_checking.pdf (D47315443)

must be conducted within a period of 6 months from the date of dissolution. The

ULBs will also be given the opportunity to be heard before their dissolution. Such provisions safeguard the ULBs from being arbitrarily dissolved and strengthen the relationship between states and ULBs. 1.2.5 Citizen Engagement The democratic system hinges on active citizen participation. The ULBs are crucial in the implementation and execution

68% **MATCHING BLOCK 286/321** **SA** Unit 12.doc (D112923152)

of programmes, projects and services initiated by the Union 131 government in the states. Several the programmes initiated by the states also have wider implications

at both union and local levels. Earlier, no forum was available to the citizens to express their opinions regarding these programmes. In the absence of a structured system of feedback, even the Inter-Governmental Council (IGC) could not apprehend all the problems. Bottom-up interaction was necessary to test and increase acceptability and efficiency of the programmes devised. The constitution of the Ward Committees via Article 243S strengthened the process of bottom-up planning. 1.2.6 Decentralised Planning The devolution of powers of urban planning to ULBs was perhaps to empower them to aid in city development and meet the needs of rapid city expansion.

90% **MATCHING BLOCK 288/321** **SA** Unit 12.doc (D112923152)

This process would comprise goal setting, data collection and analysis, forecasting, design, strategic thinking, public consultation,

and

84% **MATCHING BLOCK 289/321** **SA** Unit 12.doc (D112923152)

implementation. Two articles specifically refer to planning issues at district level and at the level of Metropolitan towns: Article 243ZD on District Planning Committee provides for

the constitution of a District Planning Committee (in every State at
the
district level)
to
prepare a draft development plan for

65% **MATCHING BLOCK 287/321** **W**

the district as a whole as well as to consolidate the plans prepared by the Panchayats and the Municipalities in the district.

In this regard, the State Legislature

61% **MATCHING BLOCK 290/321** **SA** Unit 12.doc (D112923152)

may, by law, make provisions regarding the composition of the District Planning Committees, and the procedures by which the seats in these Committees might be filled. Article 243

ZE deals with the issue of urban planning in metropolitan areas. According to this Article, a

69%	MATCHING BLOCK 291/321	SA	74th amendment act new.docx (D83633774)

Metropolitan Planning Committee may be instituted in every Metropolitan area to prepare a draft development plan for the Metropolitan area as a whole.

The article also states the composition and the procedures by which the seats in these Committees might be filled. Further, it has been directed that while preparing the draft development plan, every Metropolitan Planning Committee should comply with

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the objectives and priorities set by the Union and state governments.

It should also be aware of the nature and amount of investments that the Union and state governments are likely to make in the Metropolitan area and take note of other available resources, both financial and otherwise.
132 Significant as these articles are, their implementation has been far from satisfactory. The MPCs have only constituted in some cities like Mumbai, Pune, Bengaluru, Kolkata, Hyderabad, Nagpur, and so on but even then they hardly have powers as stipulated in the acts. Thus, the realisation of proper planning and sustainable development goals requires joint efforts of political leaders and administrators at the state and local levels. 1.3 State and Local Bodies: Relationship, Role and Responsibilities The states in India have several schemes aimed at provision of services for the citizens of a particular state. The funds for these schemes are generated by the states along with contributions from beneficiaries/ULBs. Most of these schemes, however, are implemented by the ULBs. There exist both direct and indirect interfaces between state government and ULBs in this regard: ? The state governments directly interact with ULBs when establishing Development Authorities/Boards; preparing and approving development plans; framing rules and by laws; in the delivery and maintenance of urban infrastructure and services, and so on. There have also been instances of state Ministries, Departments and Line Agencies helping ULBs to carry out delegated functions. ? Indirect interface includes the placement of manpower such as Commissioner and Technical Staff from the State Government to the ULBs; assessment of efficiency in service delivery through the state's Line Agencies; reviews of progress in the execution of Central/State Schemes; performance reviews of the ULBs, and so on. The

62%	MATCHING BLOCK 293/321	SA	Unit 12.doc (D112923152)

state level agencies/line departments have enormous powers, particularly over small and medium sized local bodies.

The ULBs have very little control over state level officials. Therefore, the ULBs in many states do not enjoy administrative autonomy as stipulated by the 73rd and 74th CAA. A cordial and supportive relationship between state governments and ULBs is, however, imperative for the smooth functioning of the latter. A few drawbacks in this regard may be highlighted as follows: i) Personnel Management Pay scale and incentives of personnel in the ULBs are far below those engaged in state services and they have fewer opportunities for promotion. Several anomalies of the earlier system of recruitment have been corrected by the provincialisation of the municipal services but even the current system fails to recruit the best personnel. Moreover, seats often remain vacant

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for years 133 and transfers at the free will of the senior bureaucrats and the government reek of favouritism, corruption, and nepotism.

The State Government may take disciplinary action against personnel of ULBs in many states with the ULBs having very little powers of intervention. Gujarat is one State which attempted to correct these anomalies. Ahmedabad Municipal Corporation recruited graduates from the Indian Institute of Management (IIM) in the early 90s, which led to

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innovative reforms in Ahmedabad, thereby aiding creation of SPVs and issuance of Municipal Bonds. ii) Municipal Cadre

According to

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the study conducted by the Capacity Building for Urban Development Project (CBUDP), states like Maharashtra, Tamil Nadu, and

Karnataka that executed a unified system of employing exclusive municipal cadre for a long time have made more progress in urban development. They have been able to effectively implement several state and union initiatives like 24x7 water supply, e-governance and m-governance (mobile), TOD based townships, bitumen roads with plastic waste, and such other advanced systems. This should inspire the states that do not yet employ dedicated municipal cadre. Further, cadre management should be guided by a proper institutional framework. iii) Human Resource Management System A comprehensive Human Resource Management System (HRMS) database of employees is imperative. A HR unit should be created to identify, attract, and retain gainful employees. Ahmedabad could serve as a model in this regard as it managed to obtain necessary permissions from the state. The need of the hour is to generate team spirit in the ULBs such that both elected members and executives understand, acknowledge, and respect mutual dependence and boundaries to ensure the smooth functioning and maximum effectiveness of the ULBs. 1.4 Conclusion A healthy relationship of mutual co-operation between states and ULBs is imperative for effective urban local governance. Lack of financial, human, technical, and other resources results in bad governance. As the unit has highlighted, the ULBs have immense scope of growth and reform which can only be possible through effective communication between the states and ULBs. The ULBs require immediate financial strengthening to meet the growing demands of rapid urbanisation. Further, the devolution of powers and authority to the ULBs have to be more effectively engineered. The state governments also play a crucial role in determining the
134 implementation of CSS by the ULBs. For this, there needs to be a higher level of coordination and cooperation between states and ULBs. It is high time that the ULBs are recognised as independent institutions of governance as provided by the 74 th CAA. As local bodies, they have the capacity to directly address issues faced by the citizens and harness feedback for services. Overbearing interference on the part of state governments in the operations of ULBs hinders both the processes of empowerment of the ULBs as well as the receipt of services by the citizens. 1.5 Summary The unit has discussed the following: ? The 74 th CAA empowered the ULBs in political, functional, and fiscal spheres. This Act enabled the ULBs to emerge as vibrant democratic units of self-government and paved the way for decentralisation. ? All the core service providing functions of the ULBs (under the twelfth schedule of the 74 th CAA) were earlier performed by the states but were then devolved to the ULBs because these issues could be more effectively handled by local bodies. All states have however, not yet uniformly adopted and implemented the provisions of the 74 th CAA. ? Besides revenue generation through taxation, non-tax sources and external borrowings, the resource base of the ULBs can further be strengthened by the states through SFCs and other discretionary powers granted to them by the Constitution. However, most states have not been adequately attentive in this regard. ?

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The State Election Commission is responsible for conducting elections to the ULBs. Members are elected for a period of 5 years by direct elections.

The manner of electing Chairpersons of ULBs is based upon the discretion of the respective State Legislature. ? The ULBs are crucial in the implementation and execution

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of programmes, projects and services initiated by the Union government in the states. ?

The devolution of powers of urban planning to ULBs can be understood via the Articles 243ZD on District Planning Committee and 243ZE on urban planning in metropolitan areas. ? The

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state level agencies/line departments have enormous powers, particularly over small and medium sized local bodies.

The ULBs have very little control over state level officials. Therefore, the ULBs in many states do not enjoy administrative autonomy as stipulated by the 73rd and 74th CAA.
135 1.6 Glossary National Municipal Accounts Manual (NMAM): published by the GoI in 2004, its main aim was to set standards for budgeting and accounting ULBs across the country 1.7 Model Questions Long Answer Type 1. Discuss the functional and fiscal powers and responsibilities of Urban Local Bodies in India. 2. Discuss the provisions for and shortcomings of decentralized planning in India. 3. Discuss the interface between state and local bodies with regard to their functional relationship and constitutionally sanctioned roles and responsibilities. 4. Discuss the provisions for political empowerment and citizen engagement vis-à-vis urban local government in India. Short Answer Type 1. Write a note on Article 243Y of the Constitution of India. 2. Write a note on the political empowerment of ULBs in India. 3. Write a note on Article 243ZE of the Constitution of India. 4. Discuss the modes of direct interfaces between state and ULBs in India. 5. Discuss the modes of indirect interfaces between state and ULBs in India. 6. What are the drawbacks with regard to personnel management in ULBs in India? 1.8.

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Netaji Subhas Open University Honours in Public Administration (CBCS) B.D.P. CC VII BLOCK IV UNIT III METHODS OF CONTROL OVER MUNICIPAL CORPORATION AND MUNICIPALITY Structure 1.20 Objectives 1.21 Introduction 1.22 Arguments in favour of State Control of Municipal Corporation and Municipality 1.23 Forms of Control over Municipal Corporation and Municipality 1.24 Arguments against supersession of Municipal Bodies 1.25 Conclusion 1.26 Summary 1.27 Glossary 1.28 Model Questions 1.29 References 1.0 Objectives After studying this unit, you are expected to: ? Identify the arguments in favour of state government's control over municipal corporations and municipalities in India. ? Identify the forms of legislative, administrative, financial and judicial control of state government over municipal corporations and municipalities in India. ? Understand critically the provisions governing supersession of municipal bodies in India. 1.3 Introduction There are two antithetical views regarding the supervision and control exercised by state government over municipal bodies: the individualist view regards the control and supervision of the municipal institutions as unwarranted and unnecessary, arguing that self-government would cease to be so if it is made subject to external control and supervision; while, the paternalist view hold that municipal bodies have to be regularly controlled, supervised, guided, and occasionally

138 punished for their acts of omission and commission. The latter school is sceptical of decentralization of powers below the level of the state government. They also suggest various forms of control over local bodies, be it urban or rural, in the name of accountability and grassroots development. Since the topic of discussion in this unit pertains to methods of control over Municipal Corporation and Municipality in India, the second or paternalistic argument shall be the focus here. This unit would also cover the forms of control exercised by the state government over ULBs—legislative, executive, financial, and judicial—and only then criticize such means in the light of the first or individualist argument. The last section would deal critically with the question of supersession of ULBs by state governments in India. 1.4 Arguments in favour of State Control of Municipal Corporation and Municipality Mohit Bhattacharya (1972: 6) argues that that since, constitutionally, municipal government falls within the province of the state government, the latter has the power to determine their structure, functions, and financial resources. The autonomy of municipal bodies implies the degree of self- government within the ambit of their functions but it does not mean their unlimited authority and freedom. The paternalistic school contends that hold that some measure of control of state government over the municipal institutions is not only desirable but also necessary. State control over municipal bodies is favoured for other reasons, as well, chief amongst which is the implementation of policies which the local bodies may find unduly restrictive of their initiative. For Golding (1964: 43), the state government can also lay down certain minimum standards of administration below which the services of the local authorities should not be allowed to fall. The paternalists contend that state control is also needed for directing, unifying, and coordinating civil services, along with securing consistence and unity both in the formulation and implementation of national policies. For Argal (1960: 147), the local bodies, after all, form a part of the greater whole, i.e. the state, and there must be some higher authority to intervene when any local body ignores the fundamental canons of sound administration or sacrifices in any other way the interests of the people. Planning provides another rationale for state control over municipal bodies. According to Sachdeva (2011), the rural and urban local bodies are to be involved both in the formulation and implementation of plans for their respective areas. As such, the state governments are to provide the required guidance to the local bodies in the formulation of plans, and exercise supervision and control on them in their execution. Therefore, following Singh (1979: 3), it becomes clear that the state control over municipal bodies is justified on the

139 grounds that it is conducive to the maintenance of a reasonable degree of efficiency; that it helps in weaning away local bodies from vested interests; that it aids in augmentation of financial resources of the local bodies which are generally reluctant to impose direct taxes; that it makes for minimizing regional imbalances and ensures stability and uniformity in administration; that it safeguards national interests in their embryonic stages and that it facilitates sounder socio- economic planning. 1.5 Forms of Control over Municipal Corporation and Municipality Municipal bodies are subject to the legislative, executive, and financial control of state government, moreover being amenable to judicial control. Each of these modes of control can be studied individually. 1.5.1 Legislative Control As per Article 246 (3) of the Constitution of India (2007: 152), legislative control is exercised by the state government by virtue of its inherent right granted to it by the constitution and according to which it has the exclusive power to make laws in respect of local government institutions and decide their functions and powers. Accordingly, municipal bodies in a state are the creation of the respective state legislature and derive their powers from the statutes pertaining to them. The legislature, vide the changes brought about by the Constitution (74 th Amendment) Act, 1992, can also empower the government to make rules and regulations for all municipal matters such as elections, personnel, accounts, taxation, etc. To maintain conformity with the 74 th Amendment Act (1992), the state legislature can also make amendments in the Municipal Act from time to time and legislate separate Acts also to deal with some matters of importance instead of making minor changes in the existing Act. According to Sachdeva (2011), from among the various means of legislative control such as discussions and debates and different kinds of motions like call attention, adjournment, and privilege, questions asked by the members of the legislature during the question hour constitute the most powerful means of soliciting information about different aspects of municipal administration from the minister concerned. The questions raised in the assembly generally relate to issues like municipal elections, including preparation of electoral rolls, election petitions, gazette notification of elected members, removal of members, writs filed in the High Court, supersession and abolition of municipal committees, personnel, finance, and day-to-day

140 administration of municipal bodies. Legislative control over municipal bodies is of great significance, but it cannot be exercised in an effective manner owing to paucity of time at the disposal of the legislators, technical nature of municipal administration and political considerations, biases, and prejudices of the ruling party. 1.5.2 Administrative Control Administrative control over municipal bodies is the most effective type of control extending to every aspect of municipal administration. According to Sachdeva (2011), it comprises the determination of criteria for the creation of different kinds of municipal bodies; defining, increasing or decreasing their territorial limits; fixing the number of the elected members and the seats to be reserved for the Scheduled Castes and Scheduled Tribes, conduct of free and fair elections; delimitations of wards; co-option of members of certain categories of people not represented through elections; appointment of associate members and officials advisers; extension of the term of office of members or its reduction due to supersession, disposal of election petitions, removal of members and office bearers such as president and vice-president, etc. The following methods of administrative control of ULBs can be adopted by the concerned state: 1. Power to Approve By-Laws: The state government is vested with the power to approve by-laws and rules framed by the municipal bodies; to issue memoranda, circulars, and directions containing advice, suggestions, instructions, and directives; to sanction specific schemes; to prescribe service standards; to lay down procedures and norms; to conduct enquiries and inspections; to obtain periodic reports and to require the municipal bodies to obtain prior approval of the government for undertaking certain kinds of functions or for imposing any tax; etc. 2. Control over Personnel: The state governments have assumed complete authority over the municipal personnel since the provincialization of municipal services from the post of an assistant and above. The state government creates the posts, lays down definite qualifications for different posts and channels of promotion, makes appointment on the recommendations of a selection committee constituted by it, orders transfers from one municipality to another and determines their conditions of service, though the salary, allowances, gratuity, pension, and other payments are made by the concerned municipal 141 body. The government is also vested with the power to take disciplinary action against the personnel of municipal services. 3. Power of Inspection: The state government is also vested with the power to conduct inspections of the activities performed by the municipal bodies. The inspections are conducted by the representative of the state government at the district level, and in the state where the directorates of local bodies have been setup, the local inspectors are appointed for this purpose. The purpose of inspection is to ensure that the municipal bodies are functioning within the framework of the Municipal Act. 4. Reports and Enquiries: The municipal bodies are obliged to send periodic reports to the state government regarding their functioning. The reports can be quarterly, half yearly or annual. These reports include information concerning financial, administrative, and statistical matters. The government can initiate any enquiry on the basis of these reports and can also extract any kind of information from the municipal body. 5. Default and Appellate Powers: A municipal body is obliged to perform its functions within a specified period. If a municipal body fails to perform a particular function within a specified period, the state government can issue directions to finish the work in the stipulated time. There is a provision in various state municipal acts for making appeals to the state government against any municipal decision. Some of these decisions are concerned with issue of licences, refusal for construction at a particular site, demolition of a building, and disciplinary actions. 6. Powers of Dissolution and Supersession: Of all the administrative powers of control that state government exercises over municipal bodies, the power to dissolve or supersede a municipal body is the most drastic. Dissolution connotes terminating a council and giving a chance to the electorate to elect a new council within a specified time limit. Supersession, on the other hand, means suspension of the council and placing the entire control of the municipal body in an administrator appointed by the state government. Dissolution is thus less severe than supersession. 7. Agencies of Control: The state government exercises supervision and control over municipal bodies through state level and local agencies. The former comprise the Department of Local Government, Directorate of Local Government, and technical

142 departments, and the latter consist of the deputy commissioner and the sub-divisional officer. 1.5.3 Financial Control It is true that urban local bodies are always at the mercy of the state government in regard to their finances. This financial dependency of local bodies on state government, for Sachdeva (2011), provides an opportunity to the latter to exercise control over the former. The state government also lays down various rules and regulations for the audit and maintenance of accounts. Therefore, it becomes obvious for the funding agency (state government) to ensure that the funds are not mis-utilized and the guidance regarding audit and accounts are properly followed. All of this necessitates the state control over municipal finance. Financial control manifests itself in the following ways: 1. Regulation of Municipal Income: An ULB can levy taxes, modify and abolish them only with the approval of the state government. The state government can also require a municipal body to levy a tax, rate or fee or exempt a particular class of tax payers from their payment. This type of financial control was rampant during the Emergency period (1975-1977). Furthermore, the state government awards grants-in-aid to the municipal bodies to enable them to meet their ever growing needs, and therefore, exercises control over them to ensure that the grants are properly utilized and not misappropriated or diverted to functions other than those for which they were sanctioned. The state governments also ensure that loans to ULBs are utilized for the purpose for which they are received, the unspent amount is refunded, along with relevant interests. 2. Regulation of Expenditure: The state government regulates municipal expenditure by fixing limits on expenditure to be incurred on various items, laying down regulations and procedures for incurring expenditures. Sachdeva (2011) in this regard provides the examples of tenders or quotations which requires ULBs to obtain administrative and technical sanction from the concerned state government if the work involved exceeds a particular limit of expenditure. 3. Municipal Budget: Sachdeva (2011) mentions that ULBs are required to prepare their budgets in the forms prescribed by the state government and get the same approved by it. Sanction of the state government is also required for re-appropriation from one head to another head of the budget. The state government, while approving the budget, has to see

143 that the concerned municipal body has a minimum closing balance and necessary provision for the repayment of loans. 4. Accounting: Accounting constitutes the main ingredients of a sound financial administration. Sachdeva (2011) opines that merely imposition of taxes does not improve the financial position of the ULBs if taxes are not fully realized, the account books are not properly maintained and supervision over collection and expenditure is not exercised. The form and manner in which the accounts are to be maintained are generally prescribed by the Accountant General and any departure from these can be made only with the sanction of the state government. 5. Auditing: Municipal accounts are subject to annual audit conducted by the Examiner of the Local Fund Accounts to ensure that financial transactions are properly carried out, that amounts to be collected are duly realized and credited and that no amounts are paid without proper authority and provisions of funds in the budget. Sachdeva (2011) points out that the audit report highlights irregularities pertaining to non-regularization of expenditure in excess of budgetary provision, non-adjustment of loans raised, non- recovery of taxes, irregular and wasteful expenditure, embezzlement and misappropriation of municipal funds, non-observance of works rules, and so on. 1.5.4 Judicial Control For Sachdeva (2011) judicial control is intended to safeguard the rights of individuals against their encroachment by municipal authorities and those of municipal bodies against infringement by the state government. Judicial control is not only limited to the right of an aggrieved individual to sue a local authority for damages, there are, in addition, remedies available to secure the performance by local authorities of their statutory duties or to restrain them from acting outside their jurisdiction. The remedies available are in the form of various kinds of writs such as injunction, certiorari, prohibition, mandamus, and quo-warranto. The judiciary has the power to interpret laws governing the local government, by-laws and rules made thereunder and declare them ultra vires if they contravene the constitution or some provisions of other laws. Sachdeva (2011) highlights that the courts do not interfere in municipal administration on their own. They intervene only on the initiative of the aggrieved party and when they are satisfied that errors of law, fact finding, jurisdiction and procedure have been committed. The courts have entertained and decided hundreds of cases relating to the constitution of municipal committees or

144 municipal corporations, election and removal of their members and office bearers, conduct of business, delegation of powers, punishment and dismissal of officers and servants, taxation, supersession, and so on. Judicial control is not very effective, according to Sachdeva (2011), because the judiciary never takes the initiative, but intervenes only on being approached by the aggrieved citizen or by someone interested in the case, consequently many cases are never brought to the notice of the courts; second, litigation is a very expensive affair which a private citizen of moderate means can ill-afford; third, the judicial process is very lengthy, dilatory, and time consuming and is therefore very discouraging and frustrating for the persons concerned to take recourse to court of law; fourth, municipal acts and the municipal corporation acts of some states bar the jurisdiction of the courts in certain cases. Sachdeva (2011) also mentions a few necessary reforms which could be brought about to make judicial control over ULBs more effective: first to empower the courts to provide for preventive justice, whereby the courts shall be authorized to define or declare disputed rights and duties before any suit involving them is contested in the courts. Second, the courts have no power to enforce their decisions and they have to depend upon the executive branch of the government to carry them out. Hence, there is need for ensuring complete cooperation of the executive in the execution of the decisions of the courts. Third, special municipal courts exclusively dealing with municipal laws need to be established for speedy disposal of suits. Some municipal bodies have experimented with the institution of municipal magistracy for quick disposal of cases successfully. 1.6 Arguments against supersession of Municipal Bodies The state governments have been vested with the power of suspension and supersession of municipal bodies. Sachdeva (2011) mentions that it is provided in municipal acts of various states

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that if in the opinion of the state government, a committee is not competent to perform or persistently makes default in the performance of the duties imposed on it under the Act or exceeds or abuses its

powers, the state government by an order published in the official gazette,
together with the statement of reasons thereof can declare the committee under suspension for a period not exceeding one year. The state governments have been frequently resorting to supersession of municipal bodies on the grounds of incompetence, persistent default in the
145 performance of their statutory duties and abuse of powers. Following Sachdeva (2011), some arguments against the supersession of ULBs can be forwarded: 1. The words 'in the opinion of the government' make it clear that it is the opinion of the government that counts. It is well known that judged by the known standards opinion can never be objective. Nowhere has it been mentioned in the Act or under the rules as to how this opinion is to be formulated or arrived at. 2. It is not possible to define competence in precise terms and to assess it objectively. A municipal council may be very competent in performing some functions but quite inefficient in performing other functions. Competency of a single council independently assessed will be something very different when it is assessed in relation to other councils. Moreover, a council may not be able to exhibit competency in the performance of its multifarious duties in view of the fact that the finances of the municipality are not commensurate with the functions entrusted to it. Competency is judged both by the directorate and the secretariat. Different officers are associated with this process at different levels. Subjectively assessed competence cannot therefore be a real ground justifying the supersession of a municipal body. 3. Maladministration may further be due to the lapses on the part of individual councillor, the president, the executive officer, and the council in its collective capacity. The government generally cannot pinpoint the responsibility squarely and it is unfortunate that the committee as a whole should be punished for the fault of one or the other of its constituents. 4. 'Default' is another ambiguous term. There have been municipal councils in default in relation to certain functions but it is highly doubtful whether all such cases come under the category of persistent default. Incompetence or default in performance needs to be proved for which evidence has to be produced. 5. Party politics has been a major factor in the supersession of municipalities. In municipal committees in which the interests of the party in power at the state level are safely looked after no such drastic action is taken even if their administration is in poor shape. The decision to supersede, therefore, is a political one and occasionally partisan. 6. The view that if a municipal council abuses its powers or is considered incompetent to perform its functions it should be superseded is mistaken. If that were so the judiciary

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146 would not have declared so many state and even parliamentary acts ultra vires of the Constitution. As per the report of the Rural-Urban Relationship Committee (1966: 118), supersession of municipal bodies is not a proper remedy for the maladies from which they generally suffer. It is only a short-term palliative dealing with the symptoms rather than the disease itself. 1.7 Conclusion For Sachdeva (2011), the mechanism of control has been inherited from the British Government, which for obvious reasons favoured a restrictive local government in India and therefore had imposed a system of checks resulting in an exceptionally high degree of regulation, control, and interference in the affairs of local government, thereby rendering the local government impoverished and emasculated. But in free India the role of the state government towards grassroots democracy is to be essentially different from what was designed by the alien government. Now the local government is to be recognized as a part of the responsible governmental system of the country and is allowed to play its role as such in the development of the lives of people and the promotion of their welfare. Therefore, as Bhattacharya (1969: 14) had noted, if municipal institutions have to be retained and promoted at the grassroots level, state control has to change from restriction to facilitation. 1.6 Summary This unit has discussed the following: ? There are two antithetical views regarding the supervision and control exercised by state government over municipal bodies: the individualist view and the paternalist view. ? The paternalist school is sceptical of decentralization of powers below the level of the state government. They also suggest various forms of control over local bodies. This has led to various forms of control exercised by the state government over ULBs— legislative, executive, financial, and judicial. ? As per Article 246 (3) of the Constitution of India, legislative control is exercised by the state government in respect of local government institutions by legislating on their functions and powers. ? Administrative control over municipal bodies it comprises the determination of criteria for the creation of different kinds of municipal bodies; defining, increasing or decreasing

147 their territorial limits; fixing the number of the elected members and the seats to be reserved for the Scheduled Castes and Scheduled Tribes, and so on. ? As urban local bodies are always at the mercy of the state government in regard to their finances, this financial dependency of local bodies on state government provides an opportunity to the latter to exercise control over the former. The state government also lays down various rules and regulations for the audit and maintenance of accounts. ? Judicial control is intended to safeguard the rights of individuals against their encroachment by municipal authorities and those of municipal bodies against infringement by the state government. Judicial control is not very effective because the judiciary never takes the initiative, but intervenes only on being approached by the aggrieved citizen or by someone interested in the case. ? The state governments have been vested with the power of suspension and supersession of municipal bodies. The state governments have been frequently resorting to supersession of municipal bodies on the grounds of incompetence, persistent default in the performance of their statutory duties and abuse of powers. There are strong arguments against such practices. 1.7 Glossary Dissolution: In law, dissolution is any of several legal events that terminate a legal entity or agreement such as a marriage, adoption, corporation, or union. Supersession: In law means the act of removing or unseating or dissolving the duly and democratically elected authority. Ultra vires: Latin term that translates to 'beyond the powers'. It is used to describe an act which requires legal authority or power but is then completed outside of or without the requisite authority. 1.8 Model Questions Long Answer Type 1. Discuss the paternalistic argument towards the state government's control over municipal bodies in India. 2. Discuss the methods of legislative and administrative control exercised by state governments over municipal bodies in India. 3. Discuss the methods of financial and judicial control over municipalities in India.

148 4. Discuss the core arguments against the supersession of municipal bodies by state governments in India. Short Answer Type 1. Discuss the constitutional guarantees for legislative control of municipal bodies by state governments in India. 2. Discuss the three chief methods of administrative control exercised by state governments over municipal bodies in India. 3. What are the key methods of financial control over municipal bodies in India? 4. What are the reasons behind the ineffectiveness of judicial control over urban local bodies in India? 5. Write a note on the control over municipal personnel in India. 6. What are the three chief arguments against the supersession of municipal bodies in India? 1.9 References "Report of the Rural–Urban Relationship Committee," Vol. 1 (New Delhi: Ministry of Health and Family Welfare, 1966). Argal, R., Municipal Government in India (Allahabad: Aggarwal Press, 1960). Bhattacharya, M., State Directorates of Municipal Administration (New Delhi: IIPA, 1969). Bhattacharya, M., State-Municipal Relations (New Delhi: Indian Institute of Public Administration, 1972). Golding, L., Local Government (London: The English Universities Ltd., 1964). Sachdeva, P., Local Government in India (New Delhi: Pearson, 2011). Singh, H., State Supervision over Municipal Administration (New Delhi: Associated Pub. House, 1979). The Constitution of India (New Delhi: Ministry of Law and Justice, Government of India, 2007). Netaji Subhas Open University Honours in Public Administration (CBCS) B.D.P. CC VII BLOCK IV

149 UNIT IV: METROPOLITAN PLANNING COMMITTEE Structure 1.0 Objectives 1.1 Introduction 1.2 Dynamics of Urban Planning 1.3 Planning and Implementation Gap 1.4 Metropolitan Planning Committee 1.5 Shortcomings 1.6 Conclusion 1.7 Summary 1.8 Keywords 1.9 Model Questions 1.10 References 1.0

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OBJECTIVES After studying the unit, you should be able to: ? Explain the phenomenon of urbanisation and its effects. ? Explain the dynamics of Urban Planning in India. ? Explain the role of

the Metropolitan Planning Committee. 1.1 INTRODUCTION Globally, over 55% of the population lives in urban areas today. It has been estimated that by 2045, the world's population will increase by 1.5 times to 6 billion, adding 2 billion more urban residents. The world is changing at a rampant pace and becoming increasingly urban. India is no different from this phenomenon of increasing urbanisation. According to the Indian census, carried out in 2011, the population of India was around 1,210,193,422, which means India has crossed the 1-billion mark. Currently, it is the second most populous country in the world after China, and studies indicate that India will be the world's number one populous country, surpassing China, by 2025. In India, over 35% of the population lives in urban areas, which is around 48 crore people and is increasing by 2.34% every year, and by 2030, over 50 percent of India's population is expected to live in urban areas. One of the most complex challenges India faces today is the pace and pattern of urbanisation. Urbanisation is a process of society's transformation from a predominantly rural to a predominantly urban population. For the first time since 1947, we added more people to our cities than to rural areas in the decade ending in 2011. More than nine million were added to

150 urban India every year, between 2001 and 2011. This pace of urbanisation is likely to continue, and it is estimated that 590 million people will start living in our cities by 2030 and which will go up to 820 million by 2050. In 2021, approximately a third of the total population in India lived in cities. The trend shows an increase in urbanisation by almost 4 percent in the last decade, meaning people have moved away from rural areas to find work and make a living in the cities. Over the last decade, urbanisation in India has increased by almost 4 percent, as more and more people leave the agricultural sector to find work in services. The unprecedented growth of population caused by population explosion and migration of people from rural to urban areas has resulted in an unplanned and haphazard growth of cities. Public utilities like housing, sanitation, transport, electricity, water, health, and education are under heavy pressure because of urbanisation. Though urbanisation has been an instrument of social, economic, and political progress, it has led to serious socioeconomic problems like poverty, unemployment, underemployment among rural immigrants, thefts, dacoities, burglaries, beggary, and other social evils. The urbanisation process has been marred by irrational land use, inefficient land development, urban deprivation, inadequate feeding, educating, housing, living on pavements and unhygienic slums, inadequate settlements, and so on. Experts are of the opinion that these hindrances caused by the process of urbanisation and overpopulation are attributed mainly due to the lack of urban planning and proper institutional arrangements. Therefore, what is required is the formulation of a continuous, coordinated, and programmatic process for urban planning and a comprehensive institutional arrangement that can meet the challenges posed by the haphazard urban explosion. 1.2 DYNAMICS OF URBAN PLANNING IN INDIA Since ancient times, the concept of urban planning has been found in India. In ancient India, town planning finds a reference in the Indus Valley civilization. The genesis of modern town planning can, however, be traced to Britain, which enacted legislation on town planning in 1909, the first of its kind in the world. With New Delhi kickstarting the process of planned development the other provinces such as Bombay and Madras enacted legislation for urban and town planning. Legislations on the town and urban planning were also passed in UP and Punjab. The post-independence period witnessed the emergence of new planned townships. Urban planning for India in post-independence began with the Delhi Development Act of 1957 which was an important step in this process. Several legislations followed in the form of the Rajasthan Urban Improvement Act, 1959 in Rajasthan, Maharashtra Regional and Town Planning Act, 1966 in Maharashtra, Uttar Pradesh Urban Planning and Development Act, 1973 in Uttar Pradesh, Andhra Pradesh Urban Areas (Development) Act, 1975, Gujarat Town Planning and Urban Development Act, 1976 in Gujarat, and so on. Likewise, with the adoption of planning for the socio-economic development of the country

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since 1951, town planning has become a part of the overall national plan. 151 The

Ministry of Urban Development was set up in 1985 (which was designated as the Ministry of Urban Affairs and Employment in 1998) for broad policy formulation and monitoring of programmes in the areas of housing, urban development, urban poverty alleviation, and urban water supply. It has been formulating policies and programmes for Inida's urban sector. Though these issues are essentially state subjects but the central government plays a coordinating and monitoring role and also supports these programmes through central sector schemes, institutional finance, and expertise. Its town and country planning organization is the apex technical advisory body on matters relating to urban and regional planning, strategies, research, monitoring, and evaluation of central government schemes and development policies. The 74th Constitutional Amendment Act of 1992 was a major landmark in the process of urban development and administration. A major step that was taken in 1992 was the setting up of the Metropolitan Planning Committee or the District Planning Committee as per Article 234ZD and ZE of the 74 th Constitutional Amendment Act of 1992. Further, the Government of India brought UDPFI 1996, and URDPFI 2015 Guidelines. These developments guided the prevailing urban planning in India. The Urban Development Plan Formulation and Implementation (UDPFI) was formulated by The Institute of Town Planners. They prepared the guidelines, which became a roadmap for urban sector stakeholders. With the passage of time, many new developments like rapid urbanisation, globalisation, and the advancement of information and communication technologies made the urban sector more dynamic. This resulted in many new aspects to be considered while planning an urban area like inclusive planning, sustainable habitat, regional planning of the region surrounding the urban area, integration of land use and transport, disaster resilience, barrier-free planning for specially-abled citizens, networks of communication, electricity, roads, water supply, sewerage, solid waste, etc. Hence in 2015, the Ministry released the revised version of UDPFI guidelines by considering both the urban and its surrounding region for which the development plan should be prepared. The URDPFI guidelines suggest an elaborate Planning System Framework with due consideration to statutory and non-statutory plans like urban revitalisation plans, city development plans, comprehensive mobility plans, city sanitation plans, coastal zone management plans, etc. Today the UDPFI guidelines are categorised into core area planning and specific and investment planning. The government of India has also prepared Energy Conservation Building Code (ECBC) in 2017 and 2018 to apply green cities with specific guidelines and norms. Today the issues, policies, and administrative structure for town and country planning are discussed at the conferences of state ministers for town and country planning, and appropriate decisions are taken for implementation in the respective states. Accordingly, the majority of states have passed Town Planning Acts to enforce town planning activities. As Urban Development is a state subject, the state governments are empowered to
152 notify development areas in a city/town and constitute Urban Development Authorities for such areas. Various states have set up full-fledged departments dealing with town and country planning with extensive field organizations. Town and Country Planning Organization (TCPO) and the states' departments of town and country planning play a key role in town planning. 1.3 PLANNING AND IMPLEMENTATION GAP Town planning strategies and practices suffer from certain weaknesses and deficiencies. It is quite visible in the scale of unplanned development and the implementation of planning has also not been able to achieve the desired objectives. The causes responsible for the inadequacies of the planning processes and the impediments in their implications include the absence of investment plants and resources along with land use. Urban planning is predominantly land-use and physical change-oriented, and socio-economic planning is yet to be blended with the kind of physical planning that is in vogue in the major cities and towns. Likewise, no proper administrative responsibility has been entrusted to any single authority for the implementation of development plans. Every development agency works in isolation and without coordination, resulting in poor results and benefits to the target group. A comprehensive town planning act should be enacted which should be operative both in municipal limits as well as controlled areas. A single urban development agency may take the responsibility to implement the plan in a phased manner. There is a multiplicity of agencies at all (central, state, and local) levels, and several institutions are involved, which include ministries, departments, authorities, Boards, and decentralised committees in a city. This acts as a hindrance in the timely implementation of plans. There is also a diverse and unsettled political economy lacking a consensus on systematic urban development. Further, the development plans lack the phasing of programmes and modes of financing. 1.4 METROPOLITAN PLANNING COMMITTEE Metropolitan areas are the country's primary engines of growth and economic development. These areas are characterized by well-connected networks and transport facilities, and robust infrastructure, and in this case, metropolitan-level planning, implementation, and coordination

153 are required for urban transportation, water supply, waste management, policy, and public health, among other things. In this regard, The Constitution mandates the formation of Metropolitan Planning Committees (MPCs) in all metropolitan areas with a million-plus population. Article 243 ZE of Part IX A provides for the establishment of the Metropolitan Planning Committee (MPC). MPCs are envisioned to ensure integrated planning for the entire metropolitan area, and are responsible for the preparation of draft development plans, synthesising priorities set by local authorities, State and Central governments.

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The purpose is to prepare a consolidated and comprehensive plan for the Metropolitan area as a whole.

According to Article 243 ZE, The state legislature has the authority to make the provisions which include the composition of such committees, the manner in which members of such committees are elected, the representation of the Central government, state governments, and other organizations in such committees, the functions of such committees concerning metropolitan planning and coordination and the manner in which chairpersons of such committees are elected. The provision states
that
two-thirds of the members of a metropolitan planning committee must be elected from among themselves

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by the elected members of the municipalities and chairpersons of the panchayats in the metropolitan area. Further, the proportion of these members on the committee should be proportional to the population ratio of the municipalities and panchayats in that metropolitan area.

Likewise,

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to ensure better planning, close cooperation, and coordination between Union, State, and Local government —provision has been made to have representation of various Union and State level Committees, organizations, and institutions if deemed necessary.

The Metropolitan Planning Committee is expected to be a high-level, democratically elected body that will provide a constitutional mandate for the entire metropolitan development planning process. It is entrusted with the preparation of a Metropolitan Area Development Plan Draft and is required to coordinate plans developed by municipalities and panchayats in the Metro area, including coordinated spatial planning of the area. Further, it also coordinates and proposes the resolution of common issues involving Panchayats and Municipalities in the metro area, such as water and other physical and natural resources sharing. It allocates resources made available by the state and central governments to institutions at the local level. It schedules and prioritizes development projects or projects involving a large number of Panchayats or urban areas and advises and assists local governments in developing development plans along with serving as a link to disseminate development objectives, policies, and priorities of the Central and State Governments among various local bodies by developing operational guidelines that can be incorporated into the respective local bodies' plans. Lastly, the Committee plays a significant role in conflict resolution and avoiding areas of overlap among the various agencies operating in the metropolitan area. Furthermore, the scale of services required in these metropolitan areas is enormous. The central and state governments have set up city development authorities to provide for the planned

154 development of the respective cities or/and regions in their jurisdictions. For instance, The Delhi Development Authority was established by the central government under the Delhi Development Act, 1957, to give concrete shape to the policy of bringing order into building activity in Delhi as per the perspective development plan for Delhi 2001. Similarly, the Calcutta Metropolitan Organization was set up in 1961 by the Government of West Bengal to promote the development of the Calcutta metropolitan area according to plan. Another case is the Bombay Metropolitan Regional Planning Board which was constituted in 1967 under the Maharashtra Regional and Town Planning Act, 1966, followed by the Patna Metropolitan Regional Planning Board in 1967 and the Nagpur Metropolitan Regional Planning Board in 1968. All these metropolitan planning organizations, redesigned as metropolitan development authorities, perform identical functions, mainly allocation of land for different uses, general distribution and general locations of land and the extent to which the land may be used as residential, industrial, agricultural, or as forest, or for mineral exploitation; reservation of areas for open space, gardens, recreation; transport and communications, such as roads, highways, and railways; water supply, drainage, sewerage, sewage disposal and other public utilities, amenities, and services including electricity and gas; reservation of sites for new towns industrial estates and any other large scale development or project which is required to be undertaken for proper development of the region or new town; preservation, conservation and development of natural scenery, forest, wild life, natural resources, and landscaping; preservation of objects, features, structures or places of historical, natural, architectural or scientific interest and educational value; areas required for military and defense purposes; afforestation and prevention of erosion; proposals for irrigation, water supply, and hydro-electric works, flood control and prevention of river pollution; and providing for the relocation of population or industry (Sachdeva, 2011). 1. 5 SHORTCOMINGS Though the Metropolitan Planning Committees were conceived as a mechanism for an all-around development process in states, it has been noted that the State governments are hesitant to give up authority. As a supra-municipal authority, the MPC has limitations as it lacks executive powers, staff, and budgets. The lack of adequate manpower and allocation of adequate budgets act as a hindrance to its functioning. As they were supposed to lay the groundwork for metropolitan governance, but in most cases, they do not exist due to delay. Also, where they are formed, their functionality is dubious, with the limited role of local elected representatives raising additional concerns about democratic decentralization. Niti Aayog highlighted the non-availability of an inter-agency coordination mechanism, including special purpose vehicles (SPVs), for effective delivery. It stated that there is no solid spatial plan that serves as an overall framework for smart city planning and implementation and intelligent mechanisms for amplifying the voices of the urban poor, slum dwellers, migrants, and other marginalized citizens. There is a lack of a digital master plan, also known as a digital strategy and road map, followed by poor decision-making based on data for service delivery and resource sustainability. Lastly, there is poor access to skilled human resources to handle a variety

155 of functional domains and no financing of smart cities and ULB financial sustainability. According to Niti Aayog, the Metropolitan Planning Committees have yet to acknowledge that disaster management, mobility, housing, climate change, and other issues transcend municipal boundaries and necessitate regional-level solutions. 1. 6 CONCLUSION In recent years an unprecedented scale of population explosion, industrialization, and migration from rural to urban areas have accelerated urbanization in India. The process of planning in urban areas has evolved overtime, however, there is an urgent need to reformulate the process and mechanisms of planning in urban areas to check the rampant and haphazard growth of urban explosion. Various areas including water sources, waste disposal, traffic and transportation, drainage, air pollution abatement, and so on are issues which Municipal Corporations or municipalities cannot achieve much on their own. Since the metropolitan city's complexity necessitates a metropolitan-wide perspective, planning, advocacy, and action, as a result, the Metropolitan Planning Committee was conceived of as an inter-institutional platform for similar purposes. The Metropolitan Planning Committee was and is expected to be a high-level, democratically elected body that will provide a constitutional mandate for the entire metropolitan development planning process. However, MPC as a supra-municipal authority has limitations. As mentioned earlier, it does not have executive powers, adequate staff, and budgets, and the state governments are reluctant to concede power. Therefore, a more democratic approach is required by providing the MPCs with a full-time secretariat, which includes, staff, budgets, and executive powers. This body can be the middle layer between the municipal bodies and the state government Likewise, housing, transport, and police should be in the 12th Schedule. Currently, the State governments continue to hold these functions. This control provides state governments with unrestrained power over capital-intensive sectors, indirectly enabling them to control cities. More financial resources at the disposal of these committees will give them adequate resources to carry out their functions and fulfill the requirements of urban development. 1.7 SUMMARY ? India is facing the challenge of the changing pace and pattern of urbanisation ? Planning in India has undergone structural changes since its inception. ? Metropolitan Planning Committees (MPCs) are formed according to the constitution of India in all metropolitan areas. ? The MPCs provide a framework and arrangement of the metropolitan development planning process.
156 ? There are shortcomings and certain remedies are required with regard to MPCs. 1.8 KEYWORDS Urbanisation: The process through which cities grow, and higher and higher percentages of the population come to live in the city Municipal Corporation: A municipal corporation is a type of

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local government in India that administers urban areas with a population of more than one million.

Niti Aayog: National Institution for Transforming India or Niti Aayog is a policy think tank of the Indian government which provides inputs regarding the different programmes and policies of the government. NITI Aayog gives relevant advice to the centre and state governments as well as to the Union territories. Metropolitan: The word Metropolitan is derived from the Greek word metropolitanus meaning citizen of a mother state. A metropolitan area is a region house to a densely populated urban core and its less-populated surrounding territories, sharing industry, infrastructure, and housing.

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Metropolitan Area: An area having a population of ten lakhs or more, comprised in one or more districts and consisting of two or more Municipalities, Panchayats or other contiguous areas, specified by the Governor by public notification to be a Metropolitan area. 1.9

MODEL QUESTIONS 1.9.1 Long Answer Type 1. Trace the evolution the of Planning Process in India. 2. What is Metropolitan Planning Committee? Explain its constitutional provisions. 3. What are the major outcomes of overpopulation in the process of urbanisation? 4. What are the major shortcomings in the implementation and working of the Metropolitan Planning Committee? 1.9.2 Short Answer Type 1. What is Metropolitan Planning Committee? 2. What are the examples of Metropolitan Development Authorities in India? 3. Mention the constitutional provisions of the Metropolitan Planning Committee. 4. Write a few implementation gaps with regard to the planning process in India.

157 5. What is the function of The Urban Development Plan Formulation and Implementation (UDPFI) 6. How has Niti Aayog criticised the Metropolitan Planning Committee? 1.10 REFERENCES Government of India. (1996). Urban Development Plans Formulation & Implementation Guidelines. Retrieved from https://www.indiawaterportal org/sites /default/files/iwp2/Urban_Development_Plans_Formulation_and_Implementation_Guidelines__ UDPFI__Ministry_of_Urban_Affairs_and_ Employment_ GOI_1996.pdf Phukan, R. (2022). Overpopulation in India – Causes, Effects and How to Control it. My India. Sachdeva, P. (2011). Local Government in India. Pearson.
158 Netaji Subhas Open University Honours in Public Administration (CBCS) B.D.P. CC VII BLOCK IV UNIT V MUNICIPAL FINANCE COMMISSION Structure 1.30 Objectives 1.31 Introduction 1.32 1.33 1.34 1.35 Conclusion 1.36 Summary 1.37 Glossary 1.38 Model Questions 1.39 References 1.0 Objectives After studying this unit, you are expected to: ? Identify the provisions in the Constitution of India vis-à-vis the establishment of State and Municipal Finance Commissions. ? Identify the reasons behind the dismal state of municipal finances in India. ? Understand critically the recommendations vis-à-vis strengthening municipal finance in India. 1.8 Introduction The Constitution (74th Amendment) Act, 1992, vide Article 243I (2007: 134-135) provides that the governor of a state, as soon may within one year of

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the commencement of Constitution (74 th Amendment) Act, 1992, and thereafter at the expiration of every

fifth year,
constitute a
finance
159 commission to

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review the financial position of the municipalities and make recommendations to him as to: (a) the principles which should govern (i) the distribution between the state and the municipalities of the net proceeds of the taxes, duties, tolls and fees which can be levied by the state which may be divided between them and the allocation between the municipalities at

the level

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of their respective shares of such proceeds, (ii) the determination of the taxes, duties, tolls, and fee which may be assigned to

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appropriated by the municipalities, (iii) the grants-in-aid to the municipalities from the consolidated fund of the state, (b) the measures needed to improve the financial position of the municipalities; (c) any other matter referred to the Finance Commission by the governor in the interests of sound finance of the municipalities. The

governor shall cause

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every recommendation made by the Commission together with an explanatory memorandum on the action taken

thereon to be laid before the legislature of the state. Vide Article 243

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Y (2007: 144-145), the Finance Commission constituted under article 243-I shall also review the financial position of the Municipalities and make recommendations to the Governor as to— (a) the principles which should govern— (i) the distribution between the State and the Municipalities of the net proceeds of the taxes, duties, tolls and fees leviable by the State, which may be divided between them under this Part and the allocation between the Municipalities at all levels of their respective shares of such proceeds; (ii) the determination of the taxes, duties, tolls and fees which may be assigned to, or appropriated by, the Municipalities; (iii) the grants-in-aid to the Municipalities from the Consolidated Fund of the State; (b) the measures needed to improve the financial position of the Municipalities; (c) any other matter referred to the Finance Commission by the Governor in the interests of sound finance of the Municipalities. 160

Based on the context provided by these two articles of the Constitution of India, the present unit will discuss the functions of the Municipal and State Finance Commissions. It would also discuss the reasons behind the critical financial condition of Urban Local Bodies (ULBs) in India, and proffer some suggestions for Augmenting Municipal Finance. 1.9 Municipal and State Finance Commissions In compliance with constitutional stipulations, all the states had set up their state finance commissions. Most of the state finance commissions have submitted their reports to the concerned state governments. Some of them are yet to examine and accept them. According to Sachdeva (2011), Punjab became the first state in the country to have received the commission's report on 31 st December, 1995. The Punjab Finance Commission report recommended that 20 per cent of the net proceeds of at least from taxes collected by the state should be shared with the municipalities and Panchayati Raj institutions. These taxes were stamp duty, motor vehicles tax, electricity duty, entertainment tax and entertainment tax. Akin to the recommendations of the Punjab Finance Commission, other states have now listed several user charges which the municipalities could levy, such as, extension of surcharges to water supply, sewerage, parking, slots, solid waste management, etc. Some reports have also recommended that the state must also provide 'specific purpose' grants for additional coverage of population by core services. State Finance Commissions have also recommended that municipalities must check and plug revenue leakage and bring economy in expenditure. For Sachdeva (2011), the problem of inadequacy of finances of municipal bodies has been seriously discussed by numerous commissions and committees appointed by the Central and state governments from time to time. A joint meeting of the Central Council of Local Self Government and the Executive Committee of the All India Council of Mayors organized by the Ministry of Works and Housing had suggested to set up a municipal finance commission. The Rural-Urban Relationship Committee which made a detailed study inter alia of finances of urban local bodies had also, keeping in view the provisions of Article 280 of the Constitution of India, recommended that well before the appointment of the Central Finance Commission by the President, the governor of each state should appoint a body to be known as the Municipal Finance Commission to examine the financial obligations for various obligatory services and development schemes. 'The state governments', the committee observed, 'may include the financial obligation arising from the recommendations of the Municipal Finance Commission in

161 their proposal of the Central Finance Commission.' In this way, the finances of local bodies will become an integral part of the overall national finances. This procedure will not only act as a financial insurance for local bodies and protect them against arbitrary incursions of the State government but also act as a stimulus for them to make the best use of the taxes allocated to them. Although state governments did not evince great interest in the proposal at the beginning, after the passage of the 74 th Amendment Act (1992), they had to fall in line and constitute finance commissions in tune with the directives of Arts. 243I and 243Y of the Constitution of India. Prior to the Act, as a result of persistent demand made at the meetings of the Central Council of Local Self Government, a number of state governments had set up Municipal Finance Commissions, such as Maharashtra in 1973 and Odisha in 1975. Most recently, West Bengal has constituted the Fifth State Finance Commission on 23 rd May, 2022 which review, among other things, the financial position of Municipalities in the state and make recommendations to the governor which are in tune with the directives of Art. 243Y of the Constitution of India (No. 132-FB, 2022: 2). For Sachdeva (2011), there is no denying the fact that when the state governments themselves are frantically searching for additional sources of revenue, it is but natural that they would pay scant attention to the needs of local authorities. They have, in fact, been not only reluctant to part with such resources which are patently local but have even been tempted to encroach upon municipal tax resources by levying identical and parallel taxes. The Taxation Enquiry Commission (1953–54) had suggested reservation of specified tax resources in favour of local government but as usual the suggestion has remained on paper. There is considerable divergence between the Constitutional provisions and the working of the State Finance Commissions in reality. The states have not paid adequate attention to this institution and they often take long in submitting the report. Chakraborty et al. (2018) analysed that the State Finance Commissions in 12 Indian states took more than 30 months to submit their reports. The commissions often face the problems of non-availability of data, office space and technical staff. The implementation of the recommendations has also been delayed and this affects the adequate devolution of funds to the ULBs. 1.10 State of Municipal Finance in India

162 With an aim to strengthen the third tier of governance, the 74th Constitutional Amendment Act mandated the devolution of funds, functions and functionaries to the ULBs in 1992, while its implementation started only after 2005. As per the Fourteenth Finance Commission, in 2012– 2013, municipal revenue constituted just over one per cent of GDP in India (2015), while municipal revenues in other emerging economies such as Brazil and South Africa are five per cent and six per cent of their GDP, respectively, indicating significant scope for the ULBs in India to grow. The share of revenues from own sources in total municipal revenues declined from 55.7 per cent in 2007-08 to 51.6 per cent in 2012-13; although own sources have increased 81 percent, from INR 275.01 billion in 2007–08 to INR 499.13 billion in 2012-13. The share of tax revenues declined from 37.2 per cent to 32 per cent between 2007-08 and 2012-13, while the share of non-tax revenues increased from 18.5 per cent to 19.7 per cent during the same period. User charges as a percentage of own revenues of ULBs have increased, but ULBs need to be given more autonomy in deciding and fixing the charges, which are currently under the state control. The share of transfers in total municipal revenues went up from 44.1 per cent to 48.4 per cent during the same period due to increased state devolutions/grants-in-aid and finance commission transfers. As per the Economic Survey (2018), the share of own sources has further declined from 56 to 44 percent during 2010 to 2018. To meet its revenue and capital expenditures, municipalities in India have now been reduced to a status of regular borrowers from the capital market in India. Sachdeva (2011) has cited a few reasons for the critical financial condition of municipalities in India: 1. Unjust Distribution of Revenue Sources: The sources of income assigned to municipal bodies are inadequate as compared to their functions, with most taxes being levied by the union or state governments. 2. Defective Budgeting: Balance is not kept between income and expenditure. Sometimes expenditure exceeds the proposed income and the municipal bodies have to face a crisis which ultimately results in breakdown of services. 3. Hesitation to Impose New Taxes: The elected members who constitute the local council are always afraid of imposing new taxes on people because they feel that this will result in their defeat at the next election.

163 4. Defective System of Grants: The grants provided by the state government are either inadequate, irregular, unsystematic, or uncertain. There is no uniform criterion to provide grants to the municipal bodies and generally these are ad hoc and discretionary depending upon the availability of funds with the state governments. 5. Governmental Rigidity: The attitude of the state governments towards municipal bodies is quite rigid, such as in Haryana and Punjab, where municipal bodies are often superseded. 6. Defective Accounts and Audit System: In various municipalities audit objections remain pending for many years and in some municipalities audit is not conducted regularly. The accounts rules and regulations framed by the respective state governments are not followed, resulting in financial losses and embezzlements. 7. Limited Borrowing Powers: Borrowing powers are governed under the central legislation known as Local Authorities Loans Act, 1914. The attitude of the state or the central government is not in favour of municipal borrowing. 8. Faulty Tax Administration: The system of municipal tax administration suffers from various defects. In order to meet their needs and requirements the employees indulge in corrupt practices, which results in leakage of revenues, mounting size of uncollected dues, evasion in taxes and further widening the gap between resources and expenditure. 9. Poverty: Urban poverty among Indian people is one of the most crucial factors responsible for critical financial condition of urban local bodies. The rapid growth of urbanization has further aggravated the situation and has made the services provided by the municipal bodies more expensive. 1.11 Reforms of Municipal Finance: Some Suggestions In order to reform the deplorable condition of municipal finances in India, experts have suggested some reforms which can be mentioned under several heads: 1. Augmenting Own Tax Revenues: This can be done through periodic revision in the tax rates; correct assessment of the tax base; improving collection efficiency through innovative tax reforms; management innovations within the existing revenue structures. There is also an urgent need to minimise unnecessary exemptions on property taxes. Taxation powers of the ULBs should also be enhanced through amendments in the Municipal Acts, and relevant State/Central Acts.

164 2. Augmenting Non-Tax Revenues: The ULBs may endeavour to periodically revise the user charges, such as covering at least Operation and Maintenance costs, revision of user charges linked to inflation, and so on. Inventory assets must also be updated through listing, classification, and valuation followed by asset management strategies. 3. Reforms in Devolution of Funds from state/central governments: Such devolutions must look beyond the depend culture created in the welfare state model, by punishing underperforming ULBs in appropriate manner. In India, a formula of devolution is required that would ensure objectivity, transparency, and predictability of funds made available to ULBs. 4. Augmenting Municipal Finance: Such reforms must attempt to bridge the urban fiscal gap by addressing issues of expenditure assignment, revenue assignment, finance- function matching, and municipal management in order to raise revenues and cut costs. A Revenue Mobilisation Incentive Fund (RMIF) may be created to allow the ULBs to mobilise revenue action plan for stimulating revenue potential from city economy, value added role of municipal services, as well as sale, use, transfer of municipal assets. 5. Reforming Financial Management: Financial Management Systems of some ULBs have been doing admirably vis-à-vis covering Double-Entry Accounting System, etc. Such reforms may make ULB finances more sustainable in future. 6. Land Value Augmentation: ULBs may embark upon land monetisation by proper inventory of assets and its regular updating through generating computer database of properties using of GIS technology. Land can be used as a resource for ULBs through various land based instruments such as Vacant Land Tax; Land Transfer Tax; Land Gains Tax; Purchasable/Transferable Development Right; Development and Betterment charges; TDR and FSI, and through charging Impact Fee. 1.11.1 Municipal Finance Corporation The Rural-Urban Relationship Committee (1966: 107-108) had suggested the setting up of a Municipal Finance Corporation in each state to advance loans to the municipal bodies to meet the capital needs of municipal enterprises such as city transport, milk supply, electricity, cinemas, hotels and the like. The Corporation could have an authorized capital to be subscribed by the Government of India, the Reserve Bank of India, the Life Insurance Corporation, commercial banks, and other financial institutions as also the local bodies. It should be run on

165 commercial lines and should have the power to issue debentures and raise market loans under the guarantee of the Union Government. 1.11.2 Urban Development Finance Corporation According to Sachdeva (2011), an Urban Development Finance Corporation could also be set up to finance the municipal development plans and programmes. It is argued that such a corporation would be better equipped to tap additional resources and to give special attention to the requirements of municipal programmes. The United Nations (1962) has also supported the demand for such a central loan agency and observed: 'Such an agency would not only provide loans to local authorities at reasonable rates but could also give technical advice on individual projects and spur long term physical planning at the local level.' In the final analysis it is to be accepted that the above-mentioned arrangements would be useful to a limited extent of financing the remunerative and self-liquidating projects, but for financing the social infrastructure investments in the field of education, health, housing, etc., what is needed is combination of loans and grants which can be provided only by the Central and state governments. 1.12 Conclusion The 74th Amendment Act was expected to devolve sufficient powers to the Urban Local Governments

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to enable them to function as institutions of Self-Government.

To that effect Article 243I and Article 243Y were devised to create

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finance commission to review the financial position of the municipalities and make recommendations to the governor

of
a
state for enhancing the financial position of ULBs. Most of the times, either due to lack of political will or over-bureaucratisation, states have not paid adequate attention to this institution and they often take long in submitting the report. This, along with poor resource allocation and slow economic growth, has led to the dismal condition of municipal finances in India. Local governments around the world have adopted an admixture of instruments to finance their urban services and infrastructural requirements, involving local taxes, user charges and transfers, borrowings from domestic financial institutions, banks and capital markets. Since 2005, municipal financing in India has substantially evolved from a grant and soft loan-based infrastructure-creation programme to the increasing use of innovative and market-based mechanisms such as municipal bonds, pool financing bonds, and so on, thereby bringing in private capital for municipal bodies.

166 In the emerging context of rapid urbanisation and the consequent need for more resources by the ULBs for performing their assigned functions, it is imperative that municipal finance reforms are undertaken in earnest so as to enable the local bodies to stimulate, strengthen and augment their resource base as well as enhance their resource mobilisation power from the market. 1.13 Summary This unit has discussed the following: ? After the passage of the 74 th Amendment Act (1992), states had to constitute finance commissions in tune with the directives of Arts. 243I and 243Y of the Constitution of India. ? As per the Fourteenth Finance Commission, in 2012–2013, municipal revenue constituted just over one per cent of GDP in India (2015), while municipal revenues in other emerging economies such as Brazil and South Africa are five per cent and six per cent of their GDP. To meet its revenue and capital expenditures, municipalities in India have now been reduced to a status of regular borrowers from the capital market in India. ? The reasons for this can be summarised in terms of unjust distribution of revenue sources; defective budgeting; hesitation to impose new taxes; defective system of grants; governmental rigidity; defective accounts and audit system; limited borrowing powers; faulty tax administration; and urban poverty. ? Some reforms that can be undertaken to remedy the situation include augmentation of own tax revenues and non-tax revenues; reforms in devolution of funds from central/state governments; augmentation of municipal finance; reforms in financial management; and land value augmentation. ? The setting up of a Municipal Finance Corporation in each state to advance loans to the municipal bodies or the setting up of an Urban Development Finance Corporation would also be useful to a limited extent. 1.14 Glossary Devolution: It refers to the transfer of authority to subordinate levels of the Government. 1.15 Model Questions Long Answer Type 1. Discuss the constitutional provisions for setting up finance commissions in Indian states.
167 2. Discuss the procedure for setting up Municipal Finance Commissions in India. How far has Indian states been successful in this regard? Argue cogently. 3. What are the reasons for the dismal state of municipal finances in India? 4. Discuss the recommendations towards the betterment of municipal finances in India. Short Answer Type 1. Write a note on Art. 243I of the Constitution of India. 2. Write a note on the state of Municipal Finance Commissions in India. 3. Mention three chief reasons for the poor state of municipal finances in India. 4. Write a note on the recommendations of the Rural-Urban Relationship Committee for setting up a Municipal Finance Corporation in Indian states. 5. How can ULBs augment their tax and non-tax revenues? 6. How can ULBs augment land value for their own advantage? 1.16 References “Notification No. 132-FB,” (Howrah: Government of West Bengal). URL: https://finance.wb.gov.in /writereaddata/132-FB.pdf. Chakraborty, P., Gupta, M. & Singh, R.K., Overview of State Finance Commission Reports (New Delhi: NIPFP, 2018). Sachdeva, P., Local Government in India (New Delhi: Pearson, 2011). The Constitution of India (New Delhi: Ministry of Law and Justice, Government of India, 2007).

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found in the Vedas, in the epics of Ramayana and Mahabharata, Manu Smriti and in the

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Local government appears to be that part of the government of a nation or state which deals mainly with such matters as concern the inhabitants of

Local government appears to be that part of the government of a nation or state which deals mainly with such matters as concern the inhabitants of

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Local government is the administration of a locality-a village, a city or any other area smaller than the state-by a body representing the local inhabitants, possessing a fairly large amount of autonomy, raising at least a part of its revenue through local taxation and spending its income on services which are regarded as local and, therefore, distinct from State and Central

Local Government is the administration of a locality- a village, a city or any other area smaller than the state- by a body representing the local inhabitants, possessing a fairly large amount of autonomy, raising at least a part of its revenue though local taxation and spending its income on services which are regarded as local and, therefore, distinct from state and central

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Local Government as the management of their affairs by the people of locality". To Harris, local government is "A

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Independence must begin at the bottom. thus , every village will be a republic, ... having full powers".

Independence must begin at the bottom. Thus, every village will be a republic or panchayat having full powers.

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Town-meetings are to liberty what primary schools are to science; they bring it within the people's reach, they teach men how to use and how to enjoy it.

town meetings are to liberty what primary schools are to science: they bring it within the people's reach, they teach men how to use and how to enjoy it' (

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local government as being a relatively autonomous instrument of class domination. Accordingly, the main point is placed on the 'structural' context of 'local' government. Local government is not concerned as an issue about organization, but with reference to core theoretical concerns derived from Marxist theories about the state, class relations and policy-making.

local government as being a relatively autonomous instrument of class domination (Duncan and Goodwin, 1988,32). Accordingly, the main point is placed on the 'structural' context of 'local' government. Local government is not concerned as an issue about organisation, but with reference to core theoretical concerns derived from Marxist theories about the state, class relations and policy-making.

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local self government has been used in those countries which were under colonial rule. For instance, in our 4 country, the term originated when the country was ruled by the British and we did not have any self-government at the central and provincial levels. After the British government decided to associate us in administering local affairs, it meant a slice of self-government for the people. Hence the term 'local self-government' was meaningful at that time. But now the word 'Self' has become redundant as the country enjoys self rule at all

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its basic role is 'continually to reproduce the conditions within which capitalist accumulation can take place. The capitalist state is charged with securing the conditions favorable to capital accumulation as a whole and in the long term. 2.5

its basic role is 'continually to reproduce the conditions within which capitalist accumulation can take place'(Cockbum, 1977,51). The capitalist state is charged with securing the conditions favourable to capital accumulation as a whole and in the long term (

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Local Government in 1948 that “Local Self Government is not and must be the basis of any true system of democracy. We have got rather into the habit of thinking democracy at the top and not so much below. Democracy at the top may not be a success unless you build on its foundation from below.” The

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An ideal Indian village will be so constructed as to lend itself to perfect sanitation. It will have cottages with sufficient light and ventilation built of a material obtainable within a radius of five miles of it. The cottages will have courtyards enabling householders to plant vegetables for domestic use and to house their cattle. The village lanes and streets will be free of all avoidable dust. It will have wells according to its needs and accessible to all. It will have houses of worship for all, also a common meeting place, a village common for grazing its cattle, a co-operative dairy, primary and secondary schools in which industrial education will be the central fact, and it will have Panchayats for settling disputes. It will produce its own grains, vegetables and fruit, and its own Khadi. This is roughly my idea of a model village...

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can, under intelligent guidance, double the village income as distinguished from individual income. There are in our villages' inexhaustible resources not for commercial purposes in every case but certainly for local purposes in almost every case. The greatest tragedy is the hopeless unwillingness of the villagers to better their lot.” 13

can under intelligent guidance, double the village income as distinguished from individual income. There are in our villages inexhaustible resources not for commercial purposes in every case but certainly for local purposes in almost every case. The greatest tragedy is the hopeless unwillingness of the villagers to better their lot. "2.

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is a training in self government. It entrusts the administration of powers to those who will feel most directly the consequences of those powers."

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authority legislative, judicial or administrative from higher level of government to lower."

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Crook, R.C. and Manor, J. (1998) Democracy and Decentralization in South Asia and West Africa. Cambridge: Cambridge University Press.

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the concept of globalization. 5.3 Globalization The Information and Communication Technology (ICT) revolution, the free flow of information-based and knowledge-based economies, the growing integration with the global economy of the national economy, and the market economy, is the key to globalization. So globalization is the process by which the free market economy is ensured all over the world. In this process, foreign companies are doing trade throughout the world. That's why you can get all the foreign products at a minimal price from your doorstep. 25

the History of Globalization What is Globalization? The Information and Communication Technology (ICT) revolution, the free flow of information-based and knowledge-based economies, the growing integration with the global economy of the national economy, and the market economy, is the key to globalization. So globalization is the process by which the free market economy is ensured all over the world. In this process, foreign companies are doing trade throughout the world. That's why you can get all the foreign products at a minimal price from your doorstep.

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broadly used since 1970 but globalization as a concept we can find from ancient times, people have been shown to participate in international trade. Although there was no general policy then. The history of globalization begins thousands of years ago, in the middle Ages, the Silk Road was used to trade China with Europe through Central Asia.

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Features of Globalization From the above discussion, we also find some features of globalization. These are- 5.4.1 Integration of Economies The integration of economies throughout the world is necessary for interaction and integration among people, companies, and governments worldwide. It is a process in which agreements are made among the countries within a particular geographic region for reducing tariff barriers to ensure a free flow of goods and services. 5.4.2 Liberalization To ensure integration of economies among the countries it is necessary to implement the process of liberalization in their own countries. Like integration of economies, liberalization also is a process by which a country reforms their economic policies

Features of Globalization From the above discussion, we also find some features of globalization. These are- • Integration of Economies • Liberalization • Privatization • Free Trade • Interconnectedness 1. Integration of Economies The integration of economies throughout the world is necessary for interaction and integration among people, companies, and governments worldwide. It is a process in which agreements are done among the countries within a particular geographic region for reducing tariff barriers to ensure a free flow of goods and services. 2. Liberalization To ensure integration of economies among the countries it is necessary to implement the process of liberalization in their own countries. Like integration of economies, liberalization also is a process by which a country reform their economic policies

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19/321 **SUBMITTED TEXT** 131 WORDS **98%** **MATCHING TEXT** 131 WORDS

open their market to all. It ensures freedom of the entrepreneurs for the establishment of any kind of legal trades or industries in their own countries or abroad. 5.4.3 Privatization After liberalization, it's time for privatization. Without liberalization there is no existence of privatization. Privatization refers to the transfer of ownership of any property, corporation or business or services from government to the privately owned sectors. 26 Globalization would not be possible without LPG. Here L refers to Liberalization, P for Privatization and lastly G for Globalization. It can be said that liberalization and Privatization are the preconditions of globalization. 5.4.4 Free Trade It refers to free flow trade among the countries without tariff barriers. Free trade can be possible when some countries within

open their market to all. It ensures freedom of the entrepreneurs for the establishment of any kind of legal trades or industries in their own countries or abroad. 3. Privatization After liberalization, it's time for privatization. Without liberalization there is no existence of privatization. Privatization refers to the transfer of ownership of any property, corporation or business or services from government to the privately owned sectors. Globalization would not be possible without LPG. Here L refers to Liberalization, P for Privatization and lastly G for Globalization. It can be said that liberalization and Privatization are the precondition of globalization. 4. Free Trade It refers to free flow trade among the countries without tariff barriers. Free trade can be possible when some countries within

W https://schoolofpoliticalscience.com/meaning-and-history-of-globalization/

20/321 **SUBMITTED TEXT** 46 WORDS **100%** **MATCHING TEXT** 46 WORDS

same geographic region sign an agreement for the free trade among their countries. 5.4.5 Interconnectedness It provides us a framework to explore the world through interaction with different people, animals, nature by using several technological tools without any kind of barriers. 5.5

same geographic region sign an agreement for the free trade among their countries. 5. Interconnectedness It provides us a framework to explore the world through interaction with different people, animals, nature by using several technological tools without any kind of barriers.

W https://schoolofpoliticalscience.com/meaning-and-history-of-globalization/

21/321 **SUBMITTED TEXT** 72 WORDS **100%** **MATCHING TEXT** 72 WORDS

Globalization The concept of globalization as a whole is largely economic. Globalization has emerged and developed mainly as an economic concept and system. Economic globalization is the economic connection of a country with the global economic system. Globalization in the economic field is free economic adoption. This is to remove the regulatory rules imposed on a country's economic affairs and to expose the domestic economy to the world. 5.5.2

Globalization] The concept of globalization as a whole is largely economic. Globalization has emerged and developed mainly as an economic concept and system. Economic globalization is the economic connection of a country with the global economic system. Globalization in the economic field is free economic adoption. This is to remove the regulatory rules imposed on a country's economic affairs and to expose the domestic economy to the world.

W https://schoolofpoliticalscience.com/what-are-the-5-types-of-globalization/

22/321	SUBMITTED TEXT	644 WORDS	97%	MATCHING TEXT	644 WORDS

Globalization It is another one of the important types of globalization. Social globalization is a process. As a result of this process, traditional social institutions become weak. The identity of the socialized people is renewed. People are no longer members of a particular community or national because of the new identity. In the pre-modern world, the context of human identity was narrow and limited. In terms of family, ethnicity, tribe, village, religion etcThe identity of individual people was determined. The target population is also made up of the population of the state. As a member of the state, the identity of the citizenship or nationality of the people prevails. 27 According to the opinion of a group of sociologists, as the globalization process expands, the personal and collective identities of people become weaker. Former identities of the past lose its importance. Relationships with people from distant places developed due to the development and expansion of new technologies, the expansion of business and communication systems, In this case the Internet, e-mail, website etc. opens up a new world in front of people. 5.5.3 Cultural Globalization The process of cultural globalization is also sometimes called McDonaldization. Cultural globalization is the process by which a world-class of goods, ideas and information is produced in one part of the world. As a result, cultural differences between different races, regions and individuals are removed. The emergence and development of international or multinational companies and the emergence of global goods have partly driven the process of globalization.The revolutionary development and expansion of information technology, the expansion of satellite-based communication systems, the Internet, the telecommunication infrastructure and various global media corporations are highlighting the process of globalization. However, as culture helps globalization, so does obstruction. As the elements or forces of globalization are enriched by culture, so is resistance. Hollywood movies are screened worldwide. Adidas sports goods are sold around the world. The Coca-Cola market is worldwide. McDonalds has demanded the world's fast food market. Such products are many and varied worldwide. But all these international brands have to do with the dignity of local culture and the touch of social customs. 5.5.4 Political Globalization Political ideology is often referred to as one of the characteristics of globalization. That is, the expression of globalization also occurs in political ideology. The transformation of liberalism is called an example of political ideology in the

Globalization] It is another one of the important types of globalization. Social globalization is a process. As a result of this process, traditional social institutions become weak. The identity of the socialized people is renewed. People are no longer members of a particular community or national because of the new identity. In the pre-modern world, the context of human identity was narrow and limited. In terms of family, ethnicity, tribe, village, religion etc., the identity of individual people was determined. The target population is also made up of the population of the state. As a member of the state, the identity of the citizenship or nationality of the people prevails. According to the opinion of a group of sociologists, as the globalization process expands, the personal and collective identities of people become weaker. Former identities of the past lose its importance. Relationships with people from distant places developed due to the development and expansion of new technologies, the expansion of business and communication systems, In this case the Internet, e-mail, website etc. opens up a new world in front of people. Must-Read- Advantages and Disadvantages of Globalization 3. Cultural Globalization [Types of Globalization] The process of cultural globalization is also sometimes called McDonaldization. Cultural globalization is the process by which a world-class of goods, ideas and information is produced in one part of the world. As a result, cultural differences between different races, regions and individuals are removed. The emergence and development of international or multinational companies and the emergence of global goods have partly driven the process of globalization. The revolutionary development and expansion of information technology, the expansion of satellite-based communication systems, the Internet, the telecommunication infrastructure and various global media corporations are highlighting the process of globalization. However, as culture helps globalization, so does obstruction. As the elements or forces of globalization are enriched by culture, so is resistance. Hollywood movies are screened worldwide. Adidas sports goods are sold around the world. The Coca-Cola market is worldwide. McDonald’s has demanded the world’s fast food market. Such products are many and varied worldwide. But all these international brands have to do with the dignity of local culture and the touch of social customs. 4. Political Globalization [Types of Globalization] Political ideology is often referred to as one of the characteristics of globalization. That is, the expression of globalization also occurs in political

process of globalization. Moreover, the emergence, development and expansion of Non- Governmental Organizations (NGOs) as an expression of political globalization; The role of the national states is to refer to the role of climate change and so on. The expression of political globalization has occurred in international organizations. All these organizations exceed the national boundaries. Extending the boundaries of the single state of the international organization extends to the international sphere of many states. There are many and many international organizations in the present world. Most of these were formed in the aftermath of World War II. Notable examples of this are the United Nations Organization (UNO), the European Economic Community (EEC), the World Bank, the International Monetary Fund (IMF), and the World Trade Organization (WTO), etc. 28 Theoretically, nation-states can take initiative in organizing international organizations in a coherent and organized manner without sacrificing their sovereignty. Transnational-state boundaries may force international institutions to impose their will on states. 5.5.5 Environmental Globalization Environmental globalization refers to internationally coordinated practices and regulations in the form of international treaties regarding environmental protection. The growth of globalization and its impact on the global environment is an important concern to the world. According to some environmentalists, there is no doubt that the tide of development that has come under the influence of globalization is actually polluting the environment. To them globalization increases our consumption of

ideology. The transformation of liberalism is called an example of political ideology in the process of globalization. Moreover, the emergence, development and expansion of Non- Governmental Organizations (NGOs) as an expression of political globalization; The role of the national states is to refer to the role of climate change and so on. The expression of political globalization has occurred in international organizations. All these organizations exceed the national boundaries. Extending the boundaries of the single state of the international organization extends to the international sphere of many states. There are many and many international organizations in the present world. Most of these were formed in the aftermath of World War II. Notable examples of this are the United Nations Organization (UNO), the European Economic Community (EEC), the World Bank, the International Monetary Fund (IMF), and the World Trade Organization (WTO), etc. Theoretically, nation-states can take initiative in organizing international organizations in a coherent and organized manner without sacrificing their sovereignty. Transnational-state boundaries may force international institutions to impose their will on states. 5. Environmental Globalization [Types of Globalization] Environmental globalization refers to internationally coordinated practices and regulations in the form of international treaties regarding environmental protection. The growth of globalization and its impact on the global environment is an important concern to the world. According to some environmentalist, there is no doubt that the tide of development that has come under the influence of globalization is actually polluting the environment. To them globalization increases our consumptions of

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23/321 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

lot of products made through natural resources which is affecting

lot of products made through natural resources which is affecting

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24/321	SUBMITTED TEXT	42 WORDS	95%	MATCHING TEXT	42 WORDS

ecological cycle very badly. Many think that industrialization is a part of globalization and the process of industrialization has been increasing with the help of globalization. Due to industrialization harmful chemicals have been thrown to the environment and it affects

ecological cycle very badly. Many think that industrialization is the part of globalization and the process of industrialization has been increasing with the help of globalization. Due to the industrialization harmful chemicals have been thrown to the environment and it affects

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25/321	SUBMITTED TEXT	14 WORDS	100%	MATCHING TEXT	14 WORDS

For most local governments, globalization is causing serious problems, especially regarding sustenance of

For most local governments, globalization is causing serious problems, especially regarding sustenance of

W https://lex.juris.hokudai.ac.jp/global-g/paper/4-04.pdf

26/321	SUBMITTED TEXT	52 WORDS	98%	MATCHING TEXT	52 WORDS

local economy. First of all, local governments in the rural area still depend on agriculture, which is the least competitive. Even if there is a manufacturing sector, employment is slashed by relocation of the production center. Employment in local communities is supported by the public sector through public investment.

local economy. First of all, local governments in the rural area still depend on agriculture, which is the least competitive in Japan. Even if there is a manufacturing sector, employment is slashed by relocation of the production center. Employment in local communities is supported by the public sector through public investment.

W https://lex.juris.hokudai.ac.jp/global-g/paper/4-04.pdf

27/321	SUBMITTED TEXT	46 WORDS	100%	MATCHING TEXT	46 WORDS

So globalization is the process by which the free market economy is ensured all over the world. In this process, foreign companies are doing trade throughout the world. That's why you can get all the foreign products at a minimal price from your doorstep.

So globalization is the process by which the free market economy is ensured all over the world. In this process, foreign companies are doing trade throughout the world. That's why you can get all the foreign products at a minimal price from your doorstep.

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28/321	SUBMITTED TEXT	14 WORDS	87%	MATCHING TEXT	14 WORDS

What is globalization and history of globalization [4 phases], SCHOOL OF POLITICAL SCIENCE.

What Is Globalization And History Of Globalization [4 Phases] Skip to content SCHOOL OF POLITICAL SCIENCE

W https://schoolofpoliticalscience.com/meaning-and-history-of-globalization/

29/321	SUBMITTED TEXT	58 WORDS	88%	MATCHING TEXT	58 WORDS

said " Local self Government is and must be the basis of any true system of democracy. We have got rather into the habit of thinking 22 democracy at the top and not so much below. Democracy at the top may not be success unless you build on its foundation from below". Local

SA Full_Paper_for_checking.pdf (D44072164)

30/321	SUBMITTED TEXT	35 WORDS	41%	MATCHING TEXT	35 WORDS

Urban Local Government refers to an institution of governance in a statutory urban setting, demarcated by a definite area and population, which may deliberate, regulate, and implement decisions on subject matters entrusted to it

SA Unit 9.docx (D112923149)

31/321	SUBMITTED TEXT	25 WORDS	81%	MATCHING TEXT	25 WORDS

Local governments respond to the needs and aspirations of the inhabitants of the immediate locality, on matters which concern them in their daily lives,

SA Unit 9.docx (D112923149)

32/321	SUBMITTED TEXT	42 WORDS	96%	MATCHING TEXT	42 WORDS

Megasthenes mentions that large cities used to have six bodies of five members each and each of these bodies had been entrusted with important subjects of human activities, which included the registration of births and deaths, care and entertainment of foreigners,

SA Unit 9.docx (D112923149)

33/321 **SUBMITTED TEXT** 14 WORDS **88%** **MATCHING TEXT** 14 WORDS

powers and duties of the chief of thecity police, magistrate and prefect of

SA Ch. 3.Development of Local Government Institution and changing trends in Municipal Corporation of ... (D106063648)

34/321 **SUBMITTED TEXT** 33 WORDS **83%** **MATCHING TEXT** 33 WORDS

The origin of municipal administration in British India dates back to 1687 when a municipal corporation was set up at Madras under a charter granted by James II, the then British monarch

The origin of municipal administration in India dates back to 1687 when a Municipal corporation was set up in Madras, under a Charter Act passed by James II, the then British Monarch.

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35/321 **SUBMITTED TEXT** 16 WORDS **100%** **MATCHING TEXT** 16 WORDS

a mayor's court in each of the three presidency towns of Madras, Bombay, and Calcutta,

SA Ch. 3.Development of Local Government Institution and changing trends in Municipal Corporation of ... (D106063648)

36/321 **SUBMITTED TEXT** 35 WORDS **74%** **MATCHING TEXT** 35 WORDS

the Governor-General-in- Council was empowered to appoint justices of peace for the presidency towns from among converted civilians and the British subjects, who were vested with the authority to impose taxes on houses and lands

SA Smriti_Thesis_Full_Paper_for_checking.pdf (D47315443)

37/321 **SUBMITTED TEXT** 15 WORDS **100%** **MATCHING TEXT** 15 WORDS

in 1842, the Bengal Act was passed to set up town committees for sanitary purposes,

SA Introduction CHAPTER1.docx (D37901991)

38/321 **SUBMITTED TEXT** 17 WORDS **100%** **MATCHING TEXT** 17 WORDS

formation of local committees to make better provisions for public health and convenience (2011: 40). 1.3.2

SA c-2nd.docx (D21510546)

39/321 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

a measure of decentralization from the centre to the provinces

SA Full_Paper_for_checking.pdf (D44072164)

40/321 **SUBMITTED TEXT** 16 WORDS **62%** **MATCHING TEXT** 16 WORDS

was introduced primarily to serve the British interests rather than promote self-governing bodies in the

SA vijay thesis.pdf (D142533225)

41/321 **SUBMITTED TEXT** 26 WORDS **61%** **MATCHING TEXT** 26 WORDS

establishment of a network of local self-government institutions; b. the reduction of the official element to not more than a third of the total membership;

SA c-2nd.docx (D21510546)

42/321 **SUBMITTED TEXT** 35 WORDS **76%** **MATCHING TEXT** 35 WORDS

the inauguration of provincial autonomy under the Government of India Act(1935), the development of municipal government in India received further impetus.The Act abolished the system of diarchy and introduced popular governments in the provinces.

The inauguration of provincial autonomy under the Government of India Act, 1935 gave further impetus to the development of municipal government in India. The Act abolished the system of diarchy and introduced popular government in the provinces.

W http://www.egyankosh.ac.in/bitstream/123456789/25820/1/Unit-15.pdf

43/321 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

adoption of election as a means of constituting local bodies.

SA Ch. 3.Development of Local Government Institution and changing trends in Municipal Corporation of ... (D106063648)

44/321 **SUBMITTED TEXT** 29 WORDS **80%** **MATCHING TEXT** 29 WORDS

The origin of municipal administration in British India dates back to 1687 when a municipal corporation was set up at Madras under a charter granted by James II,

The origin of municipal administration in India dates back to 1687 when a Municipal corporation was set up in Madras, under a Charter Act passed by James II,

W https://egyanagar.osou.ac.in/download-slm.php?file=BAPS-02-BLOCK-04.pdf

45/321 **SUBMITTED TEXT** 35 WORDS **41%** **MATCHING TEXT** 35 WORDS

Urban Local Government refers to an institution of governance in a statutory urban setting, demarcated by a definite area and population, which may deliberate, regulate, and implement decisions on subject matters entrusted to it

SA Unit 9.docx (D112923149)

46/321 **SUBMITTED TEXT** 42 WORDS **35%** **MATCHING TEXT** 42 WORDS

the Government of India Act (1919) introduced the diarchical system of government, and local self-government came under the charge of a popular minister responsible to the provincial legislature. ? Under the Government of India Act (1935) the development of municipal government

SA Smriti_Thesis_Full_Paper_for_checking.pdf (D47315443)

47/321 **SUBMITTED TEXT** 29 WORDS **51%** **MATCHING TEXT** 29 WORDS

Urban Local Government: an institution of governance in a statutory urban setting, demarcated by a definite area and population, which may deliberate, regulate, and implement decisions on subject

Urban Local Government refers to an institution of governance in a statutory town, by a definite area and the population therein, deliberating, regulating and implementing decisions on subject *

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48/321 **SUBMITTED TEXT** 30 WORDS **50%** **MATCHING TEXT** 30 WORDS

of Urban Local Government in India. 2. Discuss the development of Urban Local Government in India from 1687 to 1857. 3. Discuss the development of Urban Local Government in

of urban local government in India; • outline the organisational structure of urban local government; and • discuss the urban local government in

W http://www.egyankosh.ac.in/bitstream/123456789/25820/1/Unit-15.pdf

49/321	SUBMITTED TEXT	14 WORDS	76%	MATCHING TEXT	14 WORDS

the chief of the city police, magistrate and prefect of the municipal administration

SA Ch. 3.Development of Local Government Institution and changing trends in Municipal Corporation of ... (D106063648)

50/321	SUBMITTED TEXT	35 WORDS	41%	MATCHING TEXT	35 WORDS

Urban Local Government refers to an institution of governance in a statutory urban setting, demarcated by a definite area and population, which may deliberate, regulate, and implement decisions on subject matters entrusted to it

SA Unit 9.docx (D112923149)

51/321	SUBMITTED TEXT	25 WORDS	81%	MATCHING TEXT	25 WORDS

Local governments respond to the needs and aspirations of the inhabitants of the immediate locality, on matters which concern them in their daily lives,

SA Unit 9.docx (D112923149)

52/321	SUBMITTED TEXT	19 WORDS	91%	MATCHING TEXT	19 WORDS

urban settlements (2007: 22).The only reference to urban self-government is to be found in two entries: Entry 5

SA vijay thesis.pdf (D142533225)

53/321	SUBMITTED TEXT	14 WORDS	95%	MATCHING TEXT	14 WORDS

List II of the Seventh Schedule (the State List) and Entry 20 of

SA Ch. 3.Development of Local Government Institution and changing trends in Municipal Corporation of ... (D106063648)

54/321 **SUBMITTED TEXT** 20 WORDS **84%** **MATCHING TEXT** 20 WORDS

Constitution places local government including urban local government within the legislative competence of the states, and the role of

SA Ch. 3.Development of Local Government Institution and changing trends in Municipal Corporation of ... (D106063648)

55/321 **SUBMITTED TEXT** 20 WORDS **57%** **MATCHING TEXT** 20 WORDS

In the absence of the constitutional recognition of its powers, functions and resources, urban local bodies have remained neglected

SA HarvinderKaur_Pol Sci_Chapter3.pdf (D37034708)

56/321 **SUBMITTED TEXT** 17 WORDS **100%** **MATCHING TEXT** 17 WORDS

The Committee on the Training of Municipal Employees (1963) 4. The Rural–Urban Relationship Committee (1963–66) 5.

SA Chapter-II.pdf (D22537359)

57/321 **SUBMITTED TEXT** 15 WORDS **100%** **MATCHING TEXT** 15 WORDS

Committee of Ministers on Augmentation of Financial Resources of Urban Local Bodies (1963) 6.

SA Sanjay Kr. Pandey_Economics_130.pdf (D44467227)

58/321 **SUBMITTED TEXT** 31 WORDS **78%** **MATCHING TEXT** 31 WORDS

urban development and planning machinery, the structureof urban local bodies, municipal personnel, finances of urban local bodies, public participation in urbancommunity development, relation between the state government and local administration,

SA Smriti_Thesis_Full_Paper_for_checking.pdf (D47315443)

59/321	SUBMITTED TEXT	14 WORDS	100%	MATCHING TEXT	14 WORDS

Committee of Ministers on Augmentation of Financial Resources of Urban Local Bodies (1963-1965),

SA Sanjay Kr. Pandey_Economics_130.pdf (D44467227)

60/321	SUBMITTED TEXT	20 WORDS	67%	MATCHING TEXT	20 WORDS

Augmentation of Financial Resources of Urban Local Bodies (1963) and the Committee on Service Conditions of Municipal Employees (1965).

SA Sanjay Kr. Pandey_Economics_130.pdf (D44467227)

61/321	SUBMITTED TEXT	25 WORDS	45%	MATCHING TEXT	25 WORDS

of urban development was transferred to the Ministry of Health, which was designated as Ministry of Health, Family Planning, Works, Housing, and Urban Development.

SA c-2nd.docx (D21510546)

62/321	SUBMITTED TEXT	13 WORDS	100%	MATCHING TEXT	13 WORDS

the Committee on Augmentation of Financial Resources of Urban Local Bodies (1963),

SA Introduction CHAPTER1.docx (D37901991)

63/321	SUBMITTED TEXT	13 WORDS	83%	MATCHING TEXT	13 WORDS

audit of accounts by the Comptroller and Auditor General of India, and

SA HarvinderKaur_Pol Sci_Chapter3.pdf (D37034708)

64/321 **SUBMITTED TEXT** 35 WORDS **41%** **MATCHING TEXT** 35 WORDS

Urban Local Government refers to an institution of governance in a statutory urban setting, demarcated by a definite area and population, which may deliberate, regulate, and implement decisions on subject matters entrusted to it

SA Unit 9.docx (D112923149)

65/321 **SUBMITTED TEXT** 15 WORDS **100%** **MATCHING TEXT** 15 WORDS

such as, the Local Finance Enquiry Committee (1949-51), the Taxation Enquiry Commission (1953–54), the

such as, the Local Finance Enquiry Committee, the Taxation Enquiry Commission, the

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66/321 **SUBMITTED TEXT** 29 WORDS **51%** **MATCHING TEXT** 29 WORDS

Urban Local Government: an institution of governance in a statutory urban setting, demarcated by a definite area and population, which may deliberate, regulate, and implement decisions on subject

Urban Local Government refers to an institution of governance in a statutory town, by a definite area and the population therein, deliberating, regulating and implementing decisions on subject *

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67/321 **SUBMITTED TEXT** 14 WORDS **100%** **MATCHING TEXT** 14 WORDS

the only reference to urban self-government is to be found in two entries

SA vijay thesis.pdf (D142533225)

68/321 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

Inter-State Council Secretariat (Ministry of Home Affairs, Government of India, 2016).

INTER-STATE COUNCIL SECRETARIAT Ministry of Home Affairs, Government of India

W http://interstatecouncil.nic.in/isc-formations/

69/321 **SUBMITTED TEXT** 20 WORDS **89%** **MATCHING TEXT** 20 WORDS

of urban local bodies: report of the Committee of Ministers constituted by the Central Council of Local Self Government" (

SA c-2nd.docx (D21510546)

70/321 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

Committee of Ministers on Augmentation of Financial Resources of Urban Local

SA Sanjay Kr. Pandey_Economics_130.pdf (D44467227)

71/321 **SUBMITTED TEXT** 27 WORDS **41%** **MATCHING TEXT** 27 WORDS

Learning Objectives After studying this unit, you are expected to: ? Identify the structural and functional aspects of Urban Local Government in India before the

LEARNING OUTCOME After studying this unit you should be able to: • understand the historical evolution of urban local government in India; • outline the

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72/321 **SUBMITTED TEXT** 39 WORDS **71%** **MATCHING TEXT** 39 WORDS

OF URBAN LOCAL GOVERNMENT Structure 3.1 Learning Objectives 3.2Introduction 3.3The Structure of Urban Local Government in India 3.4 Role and Responsibilities of Urban Local Government 3.5

SA Unit 9.docx (D112923149)

73/321 **SUBMITTED TEXT** 23 WORDS **70%** **MATCHING TEXT** 23 WORDS

that activities of such bodies in urban areas were initially not considered as obligatory or binding. The Directive Principles of State Policy (

SA Unit 4.docx (D112923140)

74/321	SUBMITTED TEXT	28 WORDS	89%	MATCHING TEXT	28 WORDS

powers of municipal corporations, improvement trusts, district boards, and other local authorities for the purpose of local government or village administration (2007: 22, 327, 332). In the

SA CHAPTER 3 (FINAL).docx (D25359161)

75/321	SUBMITTED TEXT	22 WORDS	92%	MATCHING TEXT	22 WORDS

irregular elections to these bodies, indefinite and frequent suspensions, inadequate devolution of powers and resources led to the weakening of the

SA Unit 4.docx (D112923140)

76/321	SUBMITTED TEXT	17 WORDS	96%	MATCHING TEXT	17 WORDS

regular elections and participation of members in planning and implementation of various development schemes and projects,

SA Unit 4.docx (D112923140)

77/321	SUBMITTED TEXT	15 WORDS	96%	MATCHING TEXT	15 WORDS

representation of all sections of the society through reservation of minimum seats for vulnerable

SA Unit 4.docx (D112923140)

78/321	SUBMITTED TEXT	33 WORDS	60%	MATCHING TEXT	33 WORDS

The Joint Parliamentary Committee (JPC) conducted extensive studies of the functioning of municipalities and held discussions with state governments. The proposed Constitution Amendment Bill concerning 58 urban local government was

SA Unit 4.docx (D112923140)

79/321 **SUBMITTED TEXT** 25 WORDS **77%** **MATCHING TEXT** 25 WORDS

th Amendment) Act, 1992. It came into force on 1st June, 1993. A window of one year was given to the state governments to

SA Unit 4 D1.docx (D112391601)

80/321 **SUBMITTED TEXT** 28 WORDS **69%** **MATCHING TEXT** 28 WORDS

conformity with the provisions of the 74 th Amendment Act (1992). In effect state municipal laws were amended to incorporate various provisions with regard to

SA Unit 4.docx (D112923140)

81/321 **SUBMITTED TEXT** 19 WORDS **73%** **MATCHING TEXT** 19 WORDS

deliberative wing consisting of the elected body—headed by the city's Mayor or a Chairman, as the case may be—

SA Unit 9.docx (D112923149)

82/321 **SUBMITTED TEXT** 33 WORDS **53%** **MATCHING TEXT** 33 WORDS

maintenance of civil services and 59 facilities such as water supply and sewage system, issuing license and permits for shops and businesses, regulating shops and markets, running health services, to

maintenance of civic services and facilities such as water supply and sewage system. ? To issue license/permits for shops and business establishments. ? To regulate opening/closing shops and markets. ? To run public health services. ? To

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83/321 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

Commissioner, normally an officer of the state government. In bigger

SA Unit 9.docx (D112923149)

84/321 **SUBMITTED TEXT** 46 WORDS **60%** **MATCHING TEXT** 46 WORDS

The Municipal Commissioner, a state-appointed officer, is the head of the executive arm of the Municipality. The Commissioner is vested with executive powers, although the Municipality as a legislative body lays down policies for the governance of the city. The tenure of the Commissioner is

SA Unit 9.docx (D112923149)

85/321 **SUBMITTED TEXT** 31 WORDS **75%** **MATCHING TEXT** 31 WORDS

The Mayor in the Municipal Corporation is usually chosen through indirect election by the Ward Councillors from among themselves for a term of one year, which is renewable. The Mayor

The Mayor in the Municipal Corporation is typically chosen through indirect elections by the councilors among themselves, for a term of one year, which is renewable. The Mayor

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86/321 **SUBMITTED TEXT** 17 WORDS **71%** **MATCHING TEXT** 17 WORDS

executive authority. The Councillors act by the Standing Committee exercising executive, supervisory, financial, and personnel powers.

SA Unit 9.docx (D112923149)

87/321 **SUBMITTED TEXT** 20 WORDS **92%** **MATCHING TEXT** 20 WORDS

Mayor and a Council of elected members with individual portfolios. The Municipal Commissioner acts as the Principal Executive Officer

SA Unit 9.docx (D112923149)

88/321 **SUBMITTED TEXT** 15 WORDS **100%** **MATCHING TEXT** 15 WORDS

subject to the control and supervision of the Mayor as the Chief Executive Officer,

SA Unit 9.docx (D112923149)

89/321	SUBMITTED TEXT	19 WORDS	55%	MATCHING TEXT	19 WORDS

form a Ward Committee, comprising elected Councillors. The Ward Committee is subject to general supervision of the Mayor-in-Council.

SA Unit 9.docx (D112923149)

90/321	SUBMITTED TEXT	17 WORDS	100%	MATCHING TEXT	17 WORDS

water supply, drainage, collection and removal of solid waste, disinfection and health services, housing services, lighting,

SA Unit 9.docx (D112923149)

91/321	SUBMITTED TEXT	15 WORDS	100%	MATCHING TEXT	15 WORDS

for the constitution and composition of Wards Committees, etc. (2007: 141). There

SA Unit 9.docx (D112923149)

92/321	SUBMITTED TEXT	20 WORDS	76%	MATCHING TEXT	20 WORDS

the control of the state government over ULBs has often degenerated into spasmodic, intermittent bouts, and was often negative,

SA Unit 9.docx (D112923149)

93/321	SUBMITTED TEXT	19 WORDS	100%	MATCHING TEXT	19 WORDS

the failure to hold regular elections, prolonged supersession and inadequate 60 devolution of powers and functions,

SA Unit 9.docx (D112923149)

94/321 **SUBMITTED TEXT** 49 WORDS **82%** **MATCHING TEXT** 49 WORDS

U), creation of wards committees (243S),listing municipal functions with the Schedule XII in the constitution, and creation of State Finance Commission (243Y) (2007: 141-143, 144-145, 356). Among these Schedule XII and Article 243Y are discretionary: states have not devolved the functions as per Schedule XII in many cases,

U), creation of wards committees (243S), listing municipal functions with the Schedule XII in the constitution and creation of State Finance Commission (243Y). Among these Schedule XII and 243 Y are discretionary whereas other are mentioned as "shall". Accordingly, states have not devolved the functions as per Schedule XII (Figure 9.1) in many cases,

W https://egyankosh.ac.in/bitstream/123456789/78333/3/Unit-9.pdf

95/321 **SUBMITTED TEXT** 20 WORDS **100%** **MATCHING TEXT** 20 WORDS

The Act introduced political, functional and fiscal empowerment with reservation of seats to women and other weaker sections (243T),

SA Unit 9.docx (D112923149)

96/321 **SUBMITTED TEXT** 31 WORDS **58%** **MATCHING TEXT** 31 WORDS

Administrative Reforms Commission (2007), there were no major changes in the structural and functional elements of ULBs till the 74 th Amendment Act (1992), despite rapid urbanization and

SA Unit 9.docx (D112923149)

97/321 **SUBMITTED TEXT** 30 WORDS **98%** **MATCHING TEXT** 30 WORDS

stipulates that functions shall be carried out closest to citizens at the smallest unit of governance possible, and delegated upwards only when the Local Unit cannot perform the task.

SA Unit 9.docx (D112923149)

98/321 **SUBMITTED TEXT** 32 WORDS **51%** **MATCHING TEXT** 32 WORDS

reform packages for the ULBs. The constitutional status of the ULBs has ensured permanency to these entities of self-government, bestowing them with the mandate of planning for development and social justice

SA Unit 9.docx (D112923149)

99/321 **SUBMITTED TEXT** 41 WORDS **31%** **MATCHING TEXT** 41 WORDS

the ULBs were either summarily suspended or superseded. Even when they were functioning, their financial status was abject. The National Commission on Urbanization (1985) submitted its report in 1988, advising the rejuvenation of the financial status of ULBs for which

SA Unit 9.docx (D112923149)

100/321 **SUBMITTED TEXT** 48 WORDS **71%** **MATCHING TEXT** 48 WORDS

The Article 243W of the Constitution of India states the powers, authority, and responsibilities of Municipalities, etc. (2007: 144). It directs the legislature of a state to endow Municipalities with such powers and authority as may be necessary to enable them to function as institutions of self-government.

SA vijay thesis.pdf (D142533225)

101/321 **SUBMITTED TEXT** 25 WORDS **68%** **MATCHING TEXT** 25 WORDS

urban areas attracted less attention from politicians and policy-makers due to predominantly rural character of Indian society. In India, there are multiple agencies operating

SA Unit 9.docx (D112923149)

102/321 **SUBMITTED TEXT** 13 WORDS **100%** **MATCHING TEXT** 13 WORDS

such as Development Authority or Improvement Trust, local-level Water and Sanitation Agency,

SA Unit 9.docx (D112923149)

103/321 **SUBMITTED TEXT** 91 WORDS **100%** **MATCHING TEXT** 91 WORDS

a) A Regulator, namely the administration of various acts and regulations. 62 b) A Provider, that involves providing urban services efficiently and equitably by managing its accounts effectively and efficiently. c) An Agent that takes the schemes of higher-level Government to the people. This includes promotion of popular participation. d) A Welfare Agency, which provides active assistance to higher level governments in the equitable distribution and delivery. e) An Agent of Development, who strives for improvement in the quality of life through the augmentation of infrastructure. Additionally,

SA Unit 9.docx (D112923149)

104/321 **SUBMITTED TEXT** 20 WORDS **76%** **MATCHING TEXT** 20 WORDS

did not specify the manner of election, tenure or powers of the Mayors of urban local bodies, some states

SA Unit 9.docx (D112923149)

105/321 **SUBMITTED TEXT** 21 WORDS **52%** **MATCHING TEXT** 21 WORDS

The Mayor has to form a Council out of the elected Councillors which was to aid and advice the Mayor.

the Mayor to form an MIC out of the elected Councilors. This MIC was to aid and advise. The Mayor

W https://egyankosh.ac.in/bitstream/123456789/78333/3/Unit-9.pdf

106/321 **SUBMITTED TEXT** 77 WORDS **95%** **MATCHING TEXT** 77 WORDS

the directly elected Mayor is expected to tap the support of bureaucrats by presenting himself as a people's representative of the city. The direct election provides the required legitimacy to the Mayor to interact, demand, and get work executed in the best interest of the city.There is also an obverse view that an empowered executive at the city can be achieved through an indirectly elected Mayor-in-Council system in which the Mayor remains accountable to the council.

SA Unit 9.docx (D112923149)

107/321 **SUBMITTED TEXT** 26 WORDS **84%** **MATCHING TEXT** 26 WORDS

in the Urban Local Government in most states enjoys primarily a ceremonial status, with the Commissioner, appointed by the State Government, having all the powers.

SA Unit 9.docx (D112923149)

108/321 **SUBMITTED TEXT** 36 WORDS **87%** **MATCHING TEXT** 36 WORDS

recommended that the functions of chairing the Municipal Council and exercising executive authority should be combined in the same functionary, i.e., Chairman or Mayor, while the MunicipalCommissioner is to perform the functions delegated to him/her.

SA Unit 9.docx (D112923149)

109/321 **SUBMITTED TEXT** 14 WORDS **96%** **MATCHING TEXT** 14 WORDS

The Directive Principles of State Policy (Part IV of the Constitution of India)

the Directive Principles of the State policy (Part –IV) of the Constitution of India

W https://www.selfstudys.com/sitepdfs/tQHDvJehOc4jvydTrIxx

110/321 **SUBMITTED TEXT** 25 WORDS **68%** **MATCHING TEXT** 25 WORDS

with sufficient autonomy to be able to respond to the needs and aspirations of the inhabitants of urban areas. Although this has been accepted

SA Unit 9.docx (D112923149)

111/321 **SUBMITTED TEXT** 32 WORDS **33%** **MATCHING TEXT** 32 WORDS

the statutes of respective states and Union Territories determined the constitution of municipal bodies in India. There has been a deliberative wing consisting of the elected body headed by the Mayor,

SA Unit 9 URBAN LOCAL GOVERNMENT STRUCTURE ROLE AND RESPONSIBILITIES.docx (D88400672)

112/321 **SUBMITTED TEXT** 13 WORDS **83%** **MATCHING TEXT** 13 WORDS

state municipal laws were amended to incorporate various provisions with regard to

SA Unit 4.docx (D112923140)

113/321 **SUBMITTED TEXT** 31 WORDS **98%** **MATCHING TEXT** 31 WORDS

stipulates that functions shall be carried out closest to citizens at the smallest unit of governance possible, and delegated upwards only when the Local Unit cannot perform the task. •

SA Unit 9.docx (D112923149)

114/321 **SUBMITTED TEXT** 20 WORDS **71%** **MATCHING TEXT** 20 WORDS

Article 243W of the Constitution of India states the powers, 65 authority, and responsibilities of Municipalities, etc.

SA vijay thesis.pdf (D142533225)

115/321 **SUBMITTED TEXT** 29 WORDS **51%** **MATCHING TEXT** 29 WORDS

Urban Local Government: an institution of governance in a statutory urban setting, demarcated by a definite area and population, which may deliberate, regulate, and implement decisions on subject

Urban Local Government refers to an institution of governance in a statutory town, by a definite area and the population therein, deliberating, regulating and implementing decisions on subject *

W https://egyankosh.ac.in/bitstream/123456789/78333/3/Unit-9.pdf

116/321 **SUBMITTED TEXT** 34 WORDS **83%** **MATCHING TEXT** 34 WORDS

Principle of Subsidiarity: The Principle stipulates that the functions shall becarried out closest to citizens at the smallest unit of governance possible, anddelegated upwards only when the Local Unit cannot perform the task.

SA Unit 9.docx (D112923149)

117/321 **SUBMITTED TEXT** 5 WORDS **80%** **MATCHING TEXT** 5 WORDS

https://www.darpg.gov.in/sites/default/files /local_governance6.pdf. Annual Survey of India'

https://www.darpg.gov.in/sites/default/ files/local_governance6.pdf Government of India. (2009).

W https://egyankosh.ac.in/bitstream/123456789/68102/3/Unit-14.pdf

118/321 **SUBMITTED TEXT** 24 WORDS **55%** **MATCHING TEXT** 24 WORDS

the enactment of the Constitution (74 th Amendment) Act, 1992, in the lack of constitutional recognition, urban local bodies (ULBs) were

the enactment of the 74th Constitution Amendment Act, 1992. For the first time in the history of urban governance, Urban Local Bodies (ULBs) were

W http://egyanagar.osou.ac.in/slmfiles/BAPS-09-BLOCK-02.pdf

119/321 **SUBMITTED TEXT** 86 WORDS **76%** **MATCHING TEXT** 86 WORDS

Government of India Statistical Yearbook (New Delhi: Ministry of Statistics and Plan Implementation, 2014). Jha, R., "Strengthening Municipal Leadership in India: The Potential of Directly Elected Mayors with Executive Powers," ORF,Occasional PaperNo. 168 (2018). Khan, S., Taraporevala, P. & Zerah, M. H., "Mission Impossible: Defining Indian Smart Cities," Economic & Political Weekly—Review of Urban Affairs, (2018), 53(49). Kumar, N., "Directly Elected Mayors: A Step towards Democratic Urban Governance," Economic & Political Weekly, (2019) 54(46). Maheshwari, S. R., Local Government in India (Bombay: Orient Longman, 1971).

SA Unit 9.docx (D112923149)

120/321 **SUBMITTED TEXT** 22 WORDS **92%** **MATCHING TEXT** 22 WORDS

irregular elections to these bodies, indefinite and frequent suspensions, inadequate devolution of powers and resources led to the weakening of the

SA Unit 4.docx (D112923140)

121/321	SUBMITTED TEXT	17 WORDS	96%	MATCHING TEXT	17 WORDS

regular elections and participation of members in planning and implementation of various development schemes and projects,

SA Unit 4.docx (D112923140)

122/321	SUBMITTED TEXT	15 WORDS	96%	MATCHING TEXT	15 WORDS

representation of all sections of the society through reservation of minimum seats for vulnerable

SA Unit 4.docx (D112923140)

123/321	SUBMITTED TEXT	30 WORDS	60%	MATCHING TEXT	30 WORDS

The Joint Parliamentary Committee (JPC) conducted extensive studies of the functioning of municipalities and held discussions with state governments. The proposed Constitution Amendment Bill concerning urban local government was

SA Unit 4.docx (D112923140)

124/321	SUBMITTED TEXT	28 WORDS	77%	MATCHING TEXT	28 WORDS

th Amendment) Act, 1992. It came into force on 1 st June, 1993. A window of one year was given to the state governments to

SA Unit 4 D1.docx (D112391601)

125/321	SUBMITTED TEXT	28 WORDS	69%	MATCHING TEXT	28 WORDS

conformity with the provisions of the 74 th Amendment Act (1992). In effect state municipal laws were amended to incorporate various provisions with regard to

SA Unit 4.docx (D112923140)

126/321 **SUBMITTED TEXT** 44 WORDS **36%** **MATCHING TEXT** 44 WORDS

the 74 th Amendment Act (1992) came into effect on 1 st June, 1993, a new section was inserted in the Constitution of India, viz. Part IXA relating to the Municipalities (Articles 243P through 243ZG) (2007: 139-149) along with

SA Unit 4.docx (D112923140)

127/321 **SUBMITTED TEXT** 23 WORDS **97%** **MATCHING TEXT** 23 WORDS

which defines the functions in respect of which schemes for economic development and social justice are to be implemented by the municipalities

SA Unit 4.docx (D112923140)

128/321 **SUBMITTED TEXT** 26 WORDS **91%** **MATCHING TEXT** 26 WORDS

three types of municipalities depending upon the population/population density, size of area, revenue generated for local bodies, percentage of employment/dependence on agricultural or non-agricultural activities,

SA Unit 4.docx (D112923140)

129/321 **SUBMITTED TEXT** 53 WORDS **60%** **MATCHING TEXT** 53 WORDS

with regard to their social, economic, and cultural aspects. It must have a population that is less than 25 per cent dependent upon agriculture and/or exhibiting rural socio-cultural norms, or remaining on industrial and service-sector employment. b. Municipal Council for a smaller urban area. c. Municipal Corporation for a larger urban area.

SA Unit 4.docx (D112923140)

130/321 **SUBMITTED TEXT** 37 WORDS **98%** **MATCHING TEXT** 37 WORDS

demographic and other factors—on which the constitution of these bodies is based—varies from state to state, the respective state legislatures frame their own laws to declare the form of Urban Local Government for any particular area.

SA Unit 4.docx (D112923140)

131/321 **SUBMITTED TEXT** 21 WORDS **77%** **MATCHING TEXT** 21 WORDS

responsible for holding direct elections for the Ward Councillors. The number of Councillors is also fixed by the state government.

SA Unit 4.docx (D112923140)

132/321 **SUBMITTED TEXT** 61 WORDS **47%** **MATCHING TEXT** 61 WORDS

is also its ex-officio member. This provision boosts the resource base of the local body, as such elected Members of Parliament or State Legislative Assembly often serve as interfaces between the local and state/Union administration. Vide Art. 243S, all Chairpersons of the Committees constituted as per Clause 5 are the members of the respective ULB. Various ward committees are constituted

SA Unit 4 D1.docx (D112391601)

133/321 **SUBMITTED TEXT** 29 WORDS **58%** **MATCHING TEXT** 29 WORDS

to constitute and decide upon the composition of Wards Committees in all municipalities having a population of more than three lakhs (Art. 243S). The Ward Committees serve as

SA Unit 4 D1.docx (D112391601)

134/321 **SUBMITTED TEXT** 37 WORDS **60%** **MATCHING TEXT** 37 WORDS

a space for their active participation local-level planning. These committees prepare and submit ward development schemes for allotment of funds, ensure proper utilization of allotted funds, oversee maintenance of public utilities safeguarding the assets of the

SA Unit 4.docx (D112923140)

135/321 **SUBMITTED TEXT** 22 WORDS **81%** **MATCHING TEXT** 22 WORDS

of the Government of India.In order to ensure adequate representation to Scheduled Castes, Scheduled Tribes and women, seats have been reserved

SA Unit 4.docx (D112923140)

136/321 **SUBMITTED TEXT** 52 WORDS **88%** **MATCHING TEXT** 52 WORDS

Article 243T (2007: 141-142).The proportion of seats reserved for SC/ST candidates to the total member of seats is nearly same as the proportion of the population of SC/ST in the municipal area, with a minimum one-third of the total member of seats reserved for SC/ST being reserved for women belonging to

SA Unit 4.docx (D112923140)

137/321 **SUBMITTED TEXT** 38 WORDS **78%** **MATCHING TEXT** 38 WORDS

mandatory provision is applicable only on directly elected members. The state governments may decide reservation criteria to the offices of Chairpersons in case of SC/ST and women candidates. It has the optional power for reservation of member

SA Unit 4.docx (D112923140)

138/321 **SUBMITTED TEXT** 126 WORDS **87%** **MATCHING TEXT** 126 WORDS

seats with regard to Backward Classes as Members or Chairpersons of Municipalities. In order to bring uniformity, the term for each Municipality has been fixed for five years from the date appointed for its first meeting, vide Art. 243U. State governments, through the office of Chief Election Commission, are responsible for conducting elections before the expiration of the duration of the municipality. It has no power to supersede/suspend the ULBs but, may dissolve any municipality. In this regard, a reasonable opportunity must be provided to the concerned municipality, before its dissolution. In case of dissolution, elections have to be conducted within six months from the date of dissolution. As per the provisions of the Act, the municipality constituted owing to dissolution of the previous will

SA Unit 4.docx (D112923140)

139/321 **SUBMITTED TEXT** 27 WORDS **89%** **MATCHING TEXT** 27 WORDS

between the state and Urban Local Governments to make municipalities truly a unit of local self-government, enabling them to administer their 71 respective areas,

SA Unit 4.docx (D112923140)

140/321 **SUBMITTED TEXT** 55 WORDS **88%** **MATCHING TEXT** 55 WORDS

state governments are to bestow requisite powers and authority so as to enable ULBs to prepare plans for bringing economic development and ensuring social justice to carry out their functions and responsibilities conferred upon them including those in relation to the matters listed in Schedule XII. Also, toimplement various schemes, projects and programmes, etc.

SA Unit 4.docx (D112923140)

141/321 **SUBMITTED TEXT** 19 WORDS **92%** **MATCHING TEXT** 19 WORDS

urban planning including town planning;regulation of land use including construction of buildings; planning for economic and social development;

SA Chapter-II.pdf (D22537359)

142/321 **SUBMITTED TEXT** 46 WORDS **85%** **MATCHING TEXT** 46 WORDS

roads and bridges; water supply for domestic, industrial and commercial purposes; public health, sanitation conservancy and solid waste management; maintaining fire services; urban forestry, protection of the environment and promotion of ecological aspects; safeguarding the interests of the weaker sections of the society including the

SA Final Urban_Local_Governance_in_India-_Organisation__Challenges_and_Prospects.pdf (D121398204)

143/321 **SUBMITTED TEXT** 72 WORDS **77%** **MATCHING TEXT** 72 WORDS

handicapped and mentally retarded; slum improvement and up gradation; urban poverty alleviation; provision of urban amenities and facilities such as parks, gardens and playgrounds; promotion of cultural, educational and aesthetic aspects; burials and burial grounds and cremations, cremation grounds and electronic crematoriums; cattle pounds and prevention of cruelty to animals; vital statistics including registration of births and deaths; public amenities including street lighting, bus stops, parking lots and public conveniences; and

SA Final Urban_Local_Governance_in_India-_Organisation__Challenges_and_Prospects.pdf (D121398204)

144/321 **SUBMITTED TEXT** 50 WORDS **95%** **MATCHING TEXT** 50 WORDS

The State Election Commission constituted under article 243K of Part IX of the Indian Constitution has been vested with the power to superintend, direct, and control the preparation of electoral rolls for the smooth, free and fair elections to the municipalities. This function has been entrusted under Article 243ZA

SA Unit 4.docx (D112923140)

145/321 **SUBMITTED TEXT** 23 WORDS **68%** **MATCHING TEXT** 23 WORDS

to levy, collect and appropriate taxes, duties, tolls, and fees. It may also assign taxes and duties collected by the state government

SA Unit 4.docx (D112923140)

146/321 **SUBMITTED TEXT** 99 WORDS **90%** **MATCHING TEXT** 99 WORDS

The Finance Commission constituted under Art. 243Y (2007: 144-145) for reviewing the financial position of Panchayati Raj Institutions has also been assigned the task of reviewing the financial position of municipalities. It makes recommendations: a. for distributing between the state and municipalities the netproceeds of taxes, duties, tolls and fees, which are leviable by the state government; b. for allocation of share of such proceeds between municipalities at all levels in the state; c. to determine the taxes, duties, tolls and fees to be assigned or appropriated by the municipalities; d. for grants-in-aid to municipalities from Consolidated Fund

SA Unit 4.docx (D112923140)

147/321 **SUBMITTED TEXT** 25 WORDS **100%** **MATCHING TEXT** 25 WORDS

and grants-in-aid from the Consolidated Fund of the state. It also provides for constitution of funds by the municipalities for crediting and withdrawal of

SA Unit 4.docx (D112923140)

148/321 **SUBMITTED TEXT** 55 WORDS **88%** **MATCHING TEXT** 55 WORDS

for measures needed to improve the financial position of municipalities. Moreover, the maintenance of accounts of municipalities and their audit under Art. 243Z is to be done as per the provisions of the respective state law. The State Legislatures can make provisions for this purpose as per the local needs and available institutional framework.

SA Unit 4.docx (D112923140)

149/321 **SUBMITTED TEXT** 22 WORDS **85%** **MATCHING TEXT** 22 WORDS

coordination and cohesiveness between different governing bodies like Panchayats Raj Institutions (PRIs) and Municipalities, comprehensive planning mechanisms had to be evolved.

SA Unit 4.docx (D112923140)

150/321 **SUBMITTED TEXT** 48 WORDS **89%** **MATCHING TEXT** 48 WORDS

this aim, provision for the constitution of Planning Committee at the District Level has been incorporated in 74 th Amendment Act (1992: 4-5) under Art. 243ZD for the consolidation of plans of PRIs and Municipalities so as to ensure overall development of the district. As

SA Unit 4.docx (D112923140)

151/321 **SUBMITTED TEXT** 34 WORDS **77%** **MATCHING TEXT** 34 WORDS

common interest between panchayats and municipalities including spatial planning, sharing of water, other physical and natural resources, integrated development of infrastructure and environmental conservation, as well as the extent and type of available

common interest between Panchayat and the Municipalities including spatial planning, sharing of water and other physical and natural the integrated development of infrastructure and environmental conservation; (ii) the extent and type of available

W http://rcueslucknow.org/publication/decentralization.pdf

152/321 **SUBMITTED TEXT** 55 WORDS **67%** **MATCHING TEXT** 55 WORDS

four-fifth of the total number of the members of Planning Committee must be elected from among the directly elected members of PRIs and Municipalities and their representation should be in proportion to the ratio of rural and urban population in the district. The District Planning Committee is to prepare plans giving due regard to

SA Unit 4.docx (D112923140)

153/321 **SUBMITTED TEXT** 68 WORDS **77%** **MATCHING TEXT** 68 WORDS

draft plans are to be forwarded by the Chairperson of the Committee to the state government for approval. Vide Art. 243ZE (2007: 147-148), there exists a provision for constituting a Metropolitan Planning Committeefor the areas designated as Metropolitan with the size of population of 10 73 lakhs and above. The purpose is to prepare aconsolidated and comprehensive plan for the Metropolitan area as a whole.

SA Unit 4.docx (D112923140)

154/321 **SUBMITTED TEXT** 42 WORDS **85%** **MATCHING TEXT** 42 WORDS

two-thirds of the total member of its members must be selected from among the directly elected members of Municipalities and their representation should be in proportion to the ratio of rural and urban population in that area. To ensure better planning

SA Unit 4.docx (D112923140)

155/321 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

close cooperation and coordination between Union, State and Local government,

SA Unit 4.docx (D112923140)

156/321 **SUBMITTED TEXT** 19 WORDS **100%** **MATCHING TEXT** 19 WORDS

been made to have representation of various Union and State level Committees, organisations and institutions, if deemed necessary.

SA Unit 4.docx (D112923140)

157/321 **SUBMITTED TEXT** 14 WORDS **100%** **MATCHING TEXT** 14 WORDS

Metropolitan Planning Committee is to prepare the draft plans giving due regard to

SA Unit 4.docx (D112923140)

158/321 **SUBMITTED TEXT** 84 WORDS **98%** **MATCHING TEXT** 84 WORDS

draft development plans prepared by panchayats and municipalities of the area, common interest between panchayats and municipalities including co-ordinated spatial planning, sharing of water, other physical and natural resources, integrated development of infrastructure and environment conservation, the extent and type of investments likely to be made by the Union and State government and type of available financial and other resources. The draft plan has to be prepared keeping in view the overall objectives and priorities set by both the Union and State Governments.

SA Unit 4.docx (D112923140)

159/321 **SUBMITTED TEXT** 73 WORDS **92%** **MATCHING TEXT** 73 WORDS

draft plans are to be forwarded by the Chairperson of the Committee to the State Government. Vide Art. 243ZC (2007: 146), nothing in Part IXA shall apply to Scheduled areas and Tribal areas as referred to in the Art. 244 of the Constitution. However, the Parliament may by law, extend the provisions of the Part IXA to these areas, subject to such exceptions and modifications as may be specified in that law.

SA Unit 4.docx (D112923140)

160/321 **SUBMITTED TEXT** 37 WORDS **83%** **MATCHING TEXT** 37 WORDS

Ministry of Urban Development undertook necessary steps to ensure that the provisions of State Municipal Laws were brought in conformity with the provisions of the 74 th Amendment Act (1992: 6). It was fixed

SA Unit 4.docx (D112923140)

161/321 **SUBMITTED TEXT** 18 WORDS **91%** **MATCHING TEXT** 18 WORDS

was achieved through various measures undertaken by the Ministry of Urban Development including organising seminars, meetings, and

SA Unit 4.docx (D112923140)

162/321 **SUBMITTED TEXT** 23 WORDS **84%** **MATCHING TEXT** 23 WORDS

Before the 74 th Amendment Act, Municipalities were classified under 'Local or Other Authorities' under Art. 12 of the Constitution

SA Unit 4.docx (D112923140)

163/321 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

an Institution of Self-Government status for municipalities had been sought

SA Unit 4.docx (D112923140)

164/321 **SUBMITTED TEXT** 67 WORDS **66%** **MATCHING TEXT** 67 WORDS

the ambit of the definition of the 'State' under Art. 12 of the Indian Constitution. 74 Various governmental reports and research studies reveal that only marginal changes, which were mandatory have been carried out, while the real purpose of the Act stands defeated because of the state-sponsored specialized agencies are now performing most of the functions of ULBs. Functions assigned as per Art. 243W

SA Unit 4.docx (D112923140)

165/321 **SUBMITTED TEXT** 17 WORDS **71%** **MATCHING TEXT** 17 WORDS

and fiscal powers are assigned as per Art. 243X are also discretionary. Even, mandatory clauses of

SA Unit 4.docx (D112923140)

166/321 **SUBMITTED TEXT** 17 WORDS **100%** **MATCHING TEXT** 17 WORDS

D and 243ZE are not implemented in its letter and spirit. In this regard, it is

SA Unit 4.docx (D112923140)

167/321 **SUBMITTED TEXT** 18 WORDS **97%** **MATCHING TEXT** 18 WORDS

freedom to ULBs to act independently in order to function as autonomous bodies at the grassroots level.

SA Unit 4.docx (D112923140)

168/321 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

the planning, regulation, slum development and water supply and sanitation functions,

SA Unit 4.docx (D112923140)

169/321 **SUBMITTED TEXT** 18 WORDS **91%** **MATCHING TEXT** 18 WORDS

timely manner and their recommendations be implemented so as to strengthen the fiscal base of the ULBs,

SA Unit 4.docx (D112923140)

170/321 **SUBMITTED TEXT** 16 WORDS **96%** **MATCHING TEXT** 16 WORDS

to create an efficient and reliable administration with coordination between elected and state appointed functionaries;

SA Unit 4.docx (D112923140)

171/321 **SUBMITTED TEXT** 38 WORDS **77%** **MATCHING TEXT** 38 WORDS

intensify and improve the local governance with more involvement of elected representatives; and finally, to enhance accountability and responsiveness with the improved capacity of the local people to participate in the decision-making process, especially vis-à-vis service delivery

SA Unit 4.docx (D112923140)

172/321 **SUBMITTED TEXT** 47 WORDS **40%** **MATCHING TEXT** 47 WORDS

the Constitution (74th Amendment) Act, 1992. 75 • As the 74th Amendment Act (1992) came into effect on June 1, 1993, a new section was inserted in the Constitution of India, viz. Part IXA relating to the Municipalities (Articles 243P through 243ZG) along with

SA Unit 4.docx (D112923140)

173/321 **SUBMITTED TEXT** 13 WORDS **96%** **MATCHING TEXT** 13 WORDS

three types of municipalities depending upon the population/population density, size of area,

SA Unit 4.docx (D112923140)

174/321 **SUBMITTED TEXT** 18 WORDS **100%** **MATCHING TEXT** 18 WORDS

In order to ensure adequate representation to Scheduled Castes, Scheduled Tribes and women, seats have been reserved

SA Unit 4.docx (D112923140)

175/321 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

to levy, collect and appropriate taxes, duties, tolls, and fees. •

to levy, collect and appropriate taxes, duties, tolls, and fees; 2.

W http://rcueslucknow.org/publication/decentralization.pdf

176/321 **SUBMITTED TEXT** 25 WORDS **100%** **MATCHING TEXT** 25 WORDS

In order to bring uniformity, the term for each Municipality has been fixed for five years from the date appointed for its first meeting,

SA Unit 4.docx (D112923140)

177/321 **SUBMITTED TEXT** 16 WORDS **96%** **MATCHING TEXT** 16 WORDS

The State Election Commission constituted under article 243K of Part IX of the Indian Constitution

SA Unit 4.docx (D112923140)

178/321 **SUBMITTED TEXT** 32 WORDS **94%** **MATCHING TEXT** 32 WORDS

The Finance Commission constituted under Art. 243Y (2007: 144-145) for reviewing the financial position of Panchayati Raj Institutions has also been assigned the task of reviewing the financial position of municipalities.

SA Unit 4.docx (D112923140)

179/321 **SUBMITTED TEXT** 27 WORDS **93%** **MATCHING TEXT** 27 WORDS

The maintenance of accounts of municipalities and their audit under Art. 243Z is to be done as per the provisions of the respective state law. •

SA Unit 4.docx (D112923140)

180/321 **SUBMITTED TEXT** 35 WORDS **86%** **MATCHING TEXT** 35 WORDS

Planning Committee at the District Level has been incorporated in 74th Amendment Act under Art. 243ZD for the consolidation of plans of PRIs and Municipalities so as to ensure overall development of the district.

SA Unit 4.docx (D112923140)

181/321 **SUBMITTED TEXT** 32 WORDS **90%** **MATCHING TEXT** 32 WORDS

there exists a provision for constituting a Metropolitan Planning Committee for the areas designated as Metropolitan with the size of population of 10 lakhs and above. 76 • The

SA Unit 4.docx (D112923140)

182/321 **SUBMITTED TEXT** 31 WORDS **85%** **MATCHING TEXT** 31 WORDS

Ministry of Urban Development undertook necessary steps to ensure that the provisions of State Municipal Laws were brought in conformity with the provisions of the 74th Amendment Act by 31st

SA Unit 4.docx (D112923140)

183/321 **SUBMITTED TEXT** 29 WORDS **51%** **MATCHING TEXT** 29 WORDS

Urban Local Government: an institution of governance in a statutory urban setting, demarcated by a definite area and population, which may deliberate, regulate, and implement decisions on subject

Urban Local Government refers to an institution of governance in a statutory town, by a definite area and the population therein, deliberating, regulating and implementing decisions on subject *

W https://egyankosh.ac.in/bitstream/123456789/78333/3/Unit-9.pdf

184/321 **SUBMITTED TEXT** 14 WORDS **100%** **MATCHING TEXT** 14 WORDS

was achieved through various measures undertaken by the Ministry of Urban Development. 4.8

SA Unit 4.docx (D112923140)

185/321 **SUBMITTED TEXT** 30 WORDS **60%** **MATCHING TEXT** 30 WORDS

The Joint Parliamentary Committee (JPC) conducted extensive studies of the functioning of municipalities and held discussions with state governments. The proposed Constitution Amendment Bill concerning urban local government was

SA Unit 4.docx (D112923140)

186/321 **SUBMITTED TEXT** 28 WORDS **77%** **MATCHING TEXT** 28 WORDS

th Amendment) Act, 1992. It came into force on 1 st June, 1993. A window of one year was given to the state governments to

SA Unit 4 D1.docx (D112391601)

187/321 **SUBMITTED TEXT** 28 WORDS **69%** **MATCHING TEXT** 28 WORDS

conformity with the provisions of the 74 th Amendment Act (1992). In effect state municipal laws were amended to incorporate various provisions with regard to

SA Unit 4.docx (D112923140)

188/321 **SUBMITTED TEXT** 44 WORDS **36%** **MATCHING TEXT** 44 WORDS

the 74 th Amendment Act (1992) came into effect on 1 st June, 1993, a new section was inserted in the Constitution of India, viz. Part IXA relating to the Municipalities (Articles 243P through 243ZG) (2007: 139-149) along with

SA Unit 4.docx (D112923140)

189/321 **SUBMITTED TEXT** 23 WORDS **97%** **MATCHING TEXT** 23 WORDS

which defines the functions in respect of which schemes for economic development and social justice are to be implemented by the municipalities

SA Unit 4.docx (D112923140)

190/321 **SUBMITTED TEXT** 22 WORDS **69%** **MATCHING TEXT** 22 WORDS

the plans of panchayats and nagarpalikas in the district and preparing a draft development plan for the district as a whole,

the plans prepared by Panchayats and the municipalities the district and to a draft development plan for the district as a whole [

W http://rcueslucknow.org/publication/decentralization.pdf

191/321 **SUBMITTED TEXT** 21 WORDS **60%** **MATCHING TEXT** 21 WORDS

from among the members of the panchayats and nagarpalikas in the district in proportion to the ratio of the population

from amongst the elected members of the Panchayats at the district level and of the municipalities in the district, in proportion to the ratio between the population

W https://www.selfstudys.com/sitepdfs/tQHDvJehOc4jvydTrIxx

192/321 **SUBMITTED TEXT** 18 WORDS **58%** **MATCHING TEXT** 18 WORDS

The provisions with regard to the constitution of finance commission to review the financial position of Municipalities

SA Smriti_Thesis_Full_Paper_for_checking.pdf (D47315443)

193/321 **SUBMITTED TEXT** 14 WORDS **80%** **MATCHING TEXT** 14 WORDS

A finance commission to review the finances of the nagarpalikas, and recommend principles

SA HarvinderKaur_Pol Sci_Chapter3.pdf (D37034708)

194/321 **SUBMITTED TEXT** 14 WORDS **88%** **MATCHING TEXT** 14 WORDS

The Comptroller and Auditor General of India to cause the accounts of the

SA Revised_HarvinderKaur_PolSci_Chapter3.pdf (D37160247)

195/321 **SUBMITTED TEXT** 55 WORDS **88%** **MATCHING TEXT** 55 WORDS

state governments are to bestow requisite powers and authority so as to enable ULBs to prepare plans for bringing economic development and ensuring social justice to carry out their functions and responsibilities conferred upon them including those in relation to the matters listed in Schedule XII. Also, toimplement various schemes, projects and programmes, etc.

SA Unit 4.docx (D112923140)

196/321 **SUBMITTED TEXT** 153 WORDS **97%** **MATCHING TEXT** 153 WORDS

Urban planning including town planning. 2. Regulation of land-use and construction of buildings. 3. Planning for economic and social development. 4. Roads and bridges. 5. Water supply for domestic, industrial and commercial purposes. 6. Public health, sanitation, conservancy and solid waste management. 7. Fire services. 8. Urban forestry, protection of the environment and promotion of ecological aspects. 9. Safeguarding the interests of weaker sections of society including the handicapped and mentally retarded. 10. Slum improvement and up-gradation. 11. Urban poverty alleviation. 12. Provision of urban amenities and facilities such as parks, gardens, playgrounds. 13. Promotion of cultural, educational and aesthetic aspects. 14. Burials and burial grounds; cremations, cremation grounds and electric crematoriums. 15. Cattle pounds; prevention of cruelty to animals. 16. Vital statistics including registration of births and deaths. 17. Public amenities including street lighting, parking lots, bus stops and public conveniences. 83 18. Regulation of slaughter houses and tanneries.

SA Ch. 3.Development of Local Government Institution and changing trends in Municipal Corporation of ... (D106063648)

197/321 **SUBMITTED TEXT** 21 WORDS **92%** **MATCHING TEXT** 21 WORDS

within one year from the commencement of the Constitution (73rd Amendment) Act, 1992, and thereafter at the expiration of every

SA Chapter-II.pdf (D22537359)

198/321 **SUBMITTED TEXT** 129 WORDS **86%** **MATCHING TEXT** 129 WORDS

position of the Panchayats and to make recommendations to the Governor as to— a. the principles which should govern— i. the distribution between the State and the Panchayats of the net proceeds of the taxes, duties,tolls and fees leviable by the State, which may be divided between them under this Part andthe allocation between the Panchayats at all levels of their respective shares of such proceeds; ii. the determination of taxes, duties, tolls and fees which may be assigned to, or appropriatedby, the Panchayats; iii. the grants-in-aid to the Panchayats from the Consolidated Fund of the State; b. the measures needed to improve the financial position of the Panchayats; c. any other matter referred to the Finance Commission by the Governor in the interests of soundfinance of the

SA Ch. 3.Development of Local Government Institution and changing trends in Municipal Corporation of ... (D106063648)

199/321 **SUBMITTED TEXT** 37 WORDS **83%** **MATCHING TEXT** 37 WORDS

Ministry of Urban Development undertook necessary steps to ensure that the provisions of State Municipal Laws were brought in conformity with the provisions of the 74 th Amendment Act (1992: 6). It was fixed

SA Unit 4.docx (D112923140)

200/321 **SUBMITTED TEXT** 21 WORDS **91%** **MATCHING TEXT** 21 WORDS

was achieved through various measures undertaken by the Ministry of Urban Development including 84 organising seminars, meetings, and

SA Unit 4.docx (D112923140)

201/321 **SUBMITTED TEXT** 29 WORDS **100%** **MATCHING TEXT** 29 WORDS

it has been stated by the Ministry of Urban Development that the states have brought in the necessary amendments in their respective Municipal Laws to ensure conformity with

SA Unit 4.docx (D112923140)

202/321	SUBMITTED TEXT	14 WORDS	85%	MATCHING TEXT	14 WORDS

constitution of Ward Committees, District Planning Committees etc. have not been implemented in reality.

SA Unit 4.docx (D112923140)

203/321	SUBMITTED TEXT	20 WORDS	84%	MATCHING TEXT	20 WORDS

Before the 74th Amendment Act, Municipalities were classified under 'Local or Other Authorities' under Art. 12 of the Constitution

SA Unit 4.docx (D112923140)

204/321	SUBMITTED TEXT	11 WORDS	100%	MATCHING TEXT	11 WORDS

an Institution of Self-Government status for municipalities had been sought

SA Unit 4.docx (D112923140)

205/321	SUBMITTED TEXT	65 WORDS	66%	MATCHING TEXT	65 WORDS

the ambit of the definition of the 'State' under Art. 12 of the Indian Constitution. Various governmental reports and research studies reveal that only marginal changes, which were mandatory have been carried out, while the real purpose of the Act stands defeated because of the state-sponsored specialized agencies are now performing most of the functions of ULBs. Functions assigned as per Art. 243W

SA Unit 4.docx (D112923140)

206/321	SUBMITTED TEXT	17 WORDS	71%	MATCHING TEXT	17 WORDS

and fiscal powers are assigned as per Art. 243X are also discretionary. Even, mandatory clauses of

SA Unit 4.docx (D112923140)

207/321 **SUBMITTED TEXT** 17 WORDS **100%** **MATCHING TEXT** 17 WORDS

D and 243ZE are not implemented in its letter and spirit.
In this regard, it is

SA Unit 4.docx (D112923140)

208/321 **SUBMITTED TEXT** 18 WORDS **97%** **MATCHING TEXT** 18 WORDS

freedom to ULBs to act independently in order to
function as autonomous bodies at the grassroots level.

SA Unit 4.docx (D112923140)

209/321 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

the planning, regulation, slum development and water
supply and sanitation functions,

SA Unit 4.docx (D112923140)

210/321 **SUBMITTED TEXT** 18 WORDS **91%** **MATCHING TEXT** 18 WORDS

timely manner and their recommendations be
implemented so as to strengthen the fiscal base of the
ULBs,

SA Unit 4.docx (D112923140)

211/321 **SUBMITTED TEXT** 16 WORDS **96%** **MATCHING TEXT** 16 WORDS

to create an efficient and reliable administration with
coordination between elected and state appointed
functionaries;

SA Unit 4.docx (D112923140)

212/321 **SUBMITTED TEXT** 19 WORDS **100%** **MATCHING TEXT** 19 WORDS

finances required to ensure that urban India flourishes
and leads the country forward to progress and prosperity.

finances required to ensure that 'urban India' flourishes
and leads the country forward to progress and prosperity
(

W http://www.egyankosh.ac.in/bitstream/123456789/25820/1/Unit-15.pdf

213/321 **SUBMITTED TEXT** 38 WORDS **77%** **MATCHING TEXT** 38 WORDS

intensify and improve the local governance with more involvement of elected representatives; and finally, to enhance accountability and responsiveness with the improved capacity of the local people to participate in the decision-making process, especially vis-à-vis service delivery

SA Unit 4.docx (D112923140)

214/321 **SUBMITTED TEXT** 15 WORDS **75%** **MATCHING TEXT** 15 WORDS

for the scheduled castes and the scheduled tribes, and for women; the tenure of

SA Smriti_Thesis_Full_Paper_for_checking.pdf (D47315443)

215/321 **SUBMITTED TEXT** 14 WORDS **85%** **MATCHING TEXT** 14 WORDS

constitution of Ward Committees, District Planning Committees etc. have not been implemented in reality.

SA Unit 4.docx (D112923140)

216/321 **SUBMITTED TEXT** 29 WORDS **51%** **MATCHING TEXT** 29 WORDS

Urban Local Government: an institution of governance in a statutory urban setting, demarcated by a definite area and population, which may deliberate, regulate, and implement decisions on subject

Urban Local Government refers to an institution of governance in a statutory town, by a definite area and the population therein, deliberating, regulating and implementing decisions on subject *

W https://egyankosh.ac.in/bitstream/123456789/78333/3/Unit-9.pdf

217/321 **SUBMITTED TEXT** 37 WORDS **83%** **MATCHING TEXT** 37 WORDS

Various governmental reports and research studies reveal that only marginal changes, which were mandatory have been carried out, while the real purpose of the Act stands defeated because of the state- sponsored specialized agencies are now performing

SA Unit 4.docx (D112923140)

218/321 **SUBMITTED TEXT** 28 WORDS **63%** **MATCHING TEXT** 28 WORDS

an urban area is one which is officially declared by its statutory establishment as a municipal body or a notified area or a cantonment by a

An Urban area is one, which is formally so declared through the statutory establishment in that area a municipal body, a notified area or a cantonment by a

W https://egyankosh.ac.in/bitstream/123456789/69457/1/Unit-13.pdf

219/321 **SUBMITTED TEXT** 87 WORDS **57%** **MATCHING TEXT** 87 WORDS

and towns contribute substantially to the economic development of the country. These urban centers play an important supporting role in the development of the rural hinterland. People and theirs to keep this economic transformation in line with needs and realities at the grass root level Representatives are fully involved in the planning and implementation of programs at the local level. To keep democracy strong and stable in Parliament and State Assemblies, its roots must reach the towns and villages and the towns where the people live (74

and cities contribute substantially to the economic development of the country. These urban centres also play an important support role in the development of rural hinterland. To keep this economic transformation in line with needs and realities at the grassroot level, it is necessary that the people and their representatives are fully involved in the planning and implementation of the programmes at local level. If democracy in Parliament and State Legislatures is to remain strong and stable, its roots must reach towns and villages and the cities where the people live. 2.

W https://mohua.gov.in/upload/uploadfiles/files/74th_CAA13.pdf

220/321 **SUBMITTED TEXT** 17 WORDS **96%** **MATCHING TEXT** 17 WORDS

Nagar Panchayat for an area in transition from rural to urban area. Municipal Council

Nagar Panchayat for an area in transition from rural to urban area; (Municipal Council

W https://mohua.gov.in/upload/uploadfiles/files/74th_CAA13.pdf

221/321 **SUBMITTED TEXT** 131 WORDS **100%** **MATCHING TEXT** 131 WORDS

Besides the seats filled by direct elections, some seats may be filled by nomination of persons having special knowledge and experience in municipal administration. Persons so nominated shall not have the right to vote in the meetings of the municipality. The Legislature of a State may, by law, also provide for the representation in a municipality of members of the House of the People and the members of the Legislative Assembly of the State representing constituencies which comprise wholly or partly the Municipal area and also the Members of the Council of States and the members of the Legislative Council of the State registered as electors within the municipal area. The manner of election of Chairpersons of municipalities has been left to be specified by the State Legislature.

Besides the seats filled by direct elections, some seats may be filled by nomination of persons having special knowledge and experience in municipal administration. Persons so nominated shall not have right to vote in the meetings of the municipality. The Legislature of a State may, by law, also provide for the representation in a municipality of members of the House of the People and the members of the Legislative Assembly of the State representing constituencies which comprise wholly or partly the Municipal area and also the Members of the Council of States and the members of the Legislative Council of the State registered as electors within the municipal area. The manner of election of Chairpersons of municipalities has been left to be specified by the State Legislature. (

W https://mohua.gov.in/upload/uploadfiles/files/74th_CAA13.pdf

222/321 **SUBMITTED TEXT** 16 WORDS **100%** **MATCHING TEXT** 16 WORDS

Aizaz, R., "Challenges for Local Government in India" Asia Research Centre, Working Paper 19 (2007).

SA Unit 4.docx (D112923140)

223/321 **SUBMITTED TEXT** 16 WORDS **96%** **MATCHING TEXT** 16 WORDS

Notified Area Committee, Town Area Committee, Cantonment Board, Township, Port Trust, Special Purpose Agency.

SA Final Urban_Local_Governance_in_India-_Organisation__Challenges_and_Prospects.pdf (D121398204)

224/321 **SUBMITTED TEXT** 16 WORDS **66%** **MATCHING TEXT** 16 WORDS

the purposes of this Act and all other laws for the time being in force

the provisions of this Act and of any other law for the time being in force,

W https://www.wburbanservices.gov.in/upload_file/act_&_rules/west_bengal_municipal_act.pdf

225/321 **SUBMITTED TEXT** 22 WORDS **57%** **MATCHING TEXT** 22 WORDS

bodies'. They are created as statutory bodies by an Act of the State Legislature or by an Executive Resolution.

SA LSG_Abstract mudit.pdf (D150981245)

226/321 **SUBMITTED TEXT** 18 WORDS **81%** **MATCHING TEXT** 18 WORDS

Cantonment Board is a civil administrative body in India under the control of the Ministry of Defence.

Cantonment Board is a civic administration body in India under the control of the Ministry of Defence.

W https://www.selfstudys.com/sitepdfs/tQHDvJehOc4jvydTrIxx

227/321 **SUBMITTED TEXT** 17 WORDS **96%** **MATCHING TEXT** 17 WORDS

such as Notified Area Committee, Town Area Committee, Cantonment Board, Township, Port Trust, Special Purpose Agency.

SA Final Urban_Local_Governance_in_India-_Organisation__Challenges_and_Prospects.pdf (D121398204)

228/321 **SUBMITTED TEXT** 20 WORDS **68%** **MATCHING TEXT** 20 WORDS

Municipal Corporation is the top most form of urban local government and is for an urban area with population

SA 8. Local Government.docx (D111215572)

229/321 **SUBMITTED TEXT** 167 WORDS **88%** **MATCHING TEXT** 167 WORDS

ST) and of women in the municipal corporation bodies provisions have been made for reservation of seats. The proportion of seats to be reserved for SC/ST to the total number of seats shall be the same as the proportion of the population of SC/ST in the corporation area. The reservation would be made in respect of seats to be filled by direct elections only. Not less than one-third of the total number of seats reserved for SC/ST shall be reserved for women belonging to SC/ST. This is a mandatory provision. In respect of women, the seats shall be reserved to the extent of not less than one-third of the total number of seats. This includes seats reserved for women belonging to SC/ST. These reservations will apply for direct elections only. This is also a mandatory provision. There will be no bar on State Legislatures from making provisions for reservation of seats in any municipality or office of Chairperson in the municipalities in favour of

ST and of women in the municipal bodies, provisions have been made for reservation of seats. The proportion of seats to be reserved for SC/ST to the total number of seats shall be same as the proportion of the population of SC/ST in the municipal area. The reservation would be made in respect of seats to be filled by direct elections only. Not less than one-third of the total number of seats reserved for SC/ST shall be reserved for women belonging to SC/ST. This is a mandatory provision. In respect of women, the seats shall be reserved to the extent of not less than one-third of the total number of seats. This includes seats reserved for women belonging to SC/ST. These reservations will apply for direct elections only. This is also a mandatory provision. There will be no bar on State Legislatures from making provisions for reservation of seats in any municipality or office of Chairperson in the municipalities in favour of

W https://mohua.gov.in/upload/uploadfiles/files/74th_CAA13.pdf

230/321 **SUBMITTED TEXT** 14 WORDS **84%** **MATCHING TEXT** 14 WORDS

ward committee consists of one or more wards within the territorial area of

ward committee will of one or more wards, within the territorial area of

W https://pdfcoffee.com/local-administration-pdf-free.html

231/321 **SUBMITTED TEXT** 21 WORDS **52%** **MATCHING TEXT** 21 WORDS

of the Mayor, Senior Deputy Mayor, and Councillors from amongst members.The Mayor is the Chairperson of the Standing Committee. The

of Mayor, the senior deputy Mayor and other councilors elected by the councilors of the Corporation from amongst the members. The Mayor shall be the chairperson of the Standing Committee. The

W https://www.selfstudys.com/sitepdfs/tQHDvJehOc4jvydTrIxx

232/321 **SUBMITTED TEXT** 12 WORDS **87%** **MATCHING TEXT** 12 WORDS

one-third of the elected members of the Council. The mayor is

one third of the elected members of the council. The council is

W https://egyanagar.osou.ac.in/download-slm.php?file=BAPS-02-BLOCK-04.pdf

233/321 **SUBMITTED TEXT** 16 WORDS **78%** **MATCHING TEXT** 16 WORDS

and before the expiry of six months from the date of its dissolution. The

SA Smriti_Thesis_Full_Paper_for_checking.pdf (D47315443)

234/321 **SUBMITTED TEXT** 24 WORDS **45%** **MATCHING TEXT** 24 WORDS

of Municipality The term of municipality is five years. The election of the Municipality shall be held before the expiry of its term

of Municipalities The term of municipality is of five years from the date fixed for its first meeting. The election to constitute municipality needs to be completed before the expiry of its term

W http://www.egyankosh.ac.in/bitstream/123456789/25820/1/Unit-15.pdf

235/321 **SUBMITTED TEXT** 150 WORDS **97%** **MATCHING TEXT** 150 WORDS

Urban planning including town planning. 2. Regulation of land-use and construction of buildings. 3. Planning for economic and social development. 4. Roads and bridges. 5. Water supply for domestic, industrial and commercial purposes. 6. Public health, sanitation conservancy and solid waste management. 7. Fire services. 8. Urban forestry, protection of the environment and promotion of ecological aspects. 9. Safeguarding the interests of weaker sections of society, including the handicapped and mentally retarded. 10. Slum improvement and upgradation. 11. Urban poverty alleviation. 12. Provision of urban amenities and facilities such as parks, gardens, playgrounds. 13. Promotion of cultural, educational and aesthetic aspects. 14. Burials and burial grounds; cremations, cremation grounds; and electric crematoriums. 15. Cattle pounds; prevention of cruelty to animals. 16. Vital statistics include registration of births and deaths. 17. Public amenities including street lighting, parking lots, bus stops and public conveniences. 18. Regulation of slaughterhouses and tanneries. 2.4

SA Ch. 3.Development of Local Government Institution and changing trends in Municipal Corporation of ... (D106063648)

236/321 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

before the expiry of six months from the date of

before the expiry of six months from the date of

W http://www.wbja.nic.in/wbja_adm/files/The%20Kolkata%20Municipal%20Corporation%20Act,%201980.pdf

237/321 **SUBMITTED TEXT** 19 WORDS **72%** **MATCHING TEXT** 19 WORDS

The members of the municipality are called councilors. Councilors are elected on the basis of universal adult suffrage.

SA Introduction CHAPTER1.docx (D37901991)

238/321 **SUBMITTED TEXT** 23 WORDS **56%** **MATCHING TEXT** 23 WORDS

committees. The standing committees are constituted with the president and the vice-president, and four other members in the case of Class A

Committees • The Standing Committees shall be constituted for each Municipality consisting of the President, senior President, and Vice president and 4 other members in the case of Class- A, 2

W https://www.winmeen.com/local-governments-notes-11th-political-science-for-tnpsc-exam/

239/321 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

of seats for Scheduled Castes and Scheduled Tribes in every municipality.

SA Unit 12.doc (D112923152)

240/321 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

the deputy mayor and other members of the council. The

the Deputy Mayor and other members of the Council. The

W https://egyankosh.ac.in/bitstream/123456789/69457/1/Unit-13.pdf

241/321 **SUBMITTED TEXT** 86 WORDS **100%** **MATCHING TEXT** 86 WORDS

Chairman, Vice-Chairman and other members not exceeding, in the case of a municipal area included in Group A, five, in the case of a municipal area included in Group B, four, in the case of a municipal area included in Group C, three : Provided that in respect of the municipal areas included in Group D and Group E, all the powers and functions vested with the Chairman-in-Council under this Act or under any other law, for the time being in force, shall be examined

Chairman, Vice-Chairman and other members not exceeding, in the case of a municipal area included in Group A, five, in the case of a municipal area included in Group B, four, in the case of a municipal area included in Group C, three : Provided that in respect of the municipal areas included in Group D and Group E, all the powers and functions vested with the Chairman-in-Council under this Act or under any other law, for the time being in force, shall be examined

W https://www.wburbanservices.gov.in/upload_file/act_&_rules/west_bengal_municipal_act.pdf

242/321 **SUBMITTED TEXT** 15 WORDS **100%** **MATCHING TEXT** 15 WORDS

case may be, by the Chairman of the concerned Municipality'. 108

case may be, by the Chairman of the concerned Municipality.] (2)

W https://www.wburbanservices.gov.in/upload_file/act_&_rules/west_bengal_municipal_act.pdf

243/321 **SUBMITTED TEXT** 25 WORDS **83%** **MATCHING TEXT** 25 WORDS

The Chairman allocates business among the members of the Chairman-in-Council in respect of Group A, Group B and Group C municipalities. The

The Chairman shall allocate the business among the members of the Chairman-in-Council in case of Group A, Group B and Group C Municipalities. (4) The

W https://www.wburbanservices.gov.in/upload_file/act_&_rules/west_bengal_municipal_act.pdf

244/321 **SUBMITTED TEXT** 45 WORDS **100%** **MATCHING TEXT** 45 WORDS

Chairman, Vice-Chairman and other members not exceeding, in the case of a municipal area included in Group A, five, in the case of a municipal area included in Group B, four, in the case of a municipal area included in Group C, three.

Chairman, Vice-Chairman and other members not exceeding, in the case of a municipal area included in Group A, five, in the case of a municipal area included in Group B, four, in the case of a municipal area included in Group C, three :

W https://www.wburbanservices.gov.in/upload_file/act_&_rules/west_bengal_municipal_act.pdf

245/321 **SUBMITTED TEXT** 18 WORDS **89%** **MATCHING TEXT** 18 WORDS

standing committee 2. Public works standing committee 3. Health education and urban poverty elevation standing committee 4.

SA Sanjay Kr. Pandey_Economics_130.pdf (D44467227)

246/321 **SUBMITTED TEXT** 18 WORDS **64%** **MATCHING TEXT** 18 WORDS

the executive powers of the Corporation are exercised by the Mayor in council. The mayor in council

SA Sanjay Kr. Pandey_Economics_130.pdf (D44467227)

247/321 **SUBMITTED TEXT** 16 WORDS **89%** **MATCHING TEXT** 16 WORDS

the administrative control of Urban Development Department of Government of West Bengal. The KMDA	the administrative control of Urban Development Department of Government of West Bengal. KMDA

W https://kmda.wb.gov.in/page/cms/kmda_organization_7ab718

248/321 **SUBMITTED TEXT** 19 WORDS **80%** **MATCHING TEXT** 19 WORDS

the determination of the taxes, tolls, duties, and fees, which may be allotted to or appropriated by the	the determination the taxes, duties, tolls and fees which may be assigned to or the

W http://rcueslucknow.org/publication/decentralization.pdf

249/321 **SUBMITTED TEXT** 53 WORDS **82%** **MATCHING TEXT** 53 WORDS

an 11 member board or authority including both elected representatives and nominated bureaucrats. The Hon'ble Minister in charge of Urban Development, Government of West Bengal is the ex-officio Chairman of the KMDA Board. The Board or Authority of the KMDA takes all major policy decisions that are incidental to the running of	an 11-member Board or Authority that includes both elected people's representatives and nominated bureaucrats. The Hon'ble Minister-in-charge of Urban Development, Government of West Bengal is the ex-officio Chairman of the Board of KMDA. The Board or Authority of KMDA takes all major policy decisions that are incidental to running the business of

W https://kmda.wb.gov.in/page/cms/kmda_organization_7ab718

250/321 **SUBMITTED TEXT** 14 WORDS **100%** **MATCHING TEXT** 14 WORDS

grants in aid to the Municipalities from the Consolidated Fund of the State	grants-in-aid to the Municipalities from the Consolidate Fund of the State;

W http://www.egyankosh.ac.in/bitstream/123456789/25820/1/Unit-15.pdf

251/321 **SUBMITTED TEXT** 53 WORDS **86%** **MATCHING TEXT** 53 WORDS

the distribution between the State and the Municipalities of the net proceeds of the taxes, tolls, duties, and fees levied by the State, which may be divided between them under this Part and the distribution between the Municipalities at all levels of their respective shares of such proceeds; and • the	

SA Ch. 3.Development of Local Government Institution and changing trends in Municipal Corporation of ... (D106063648)

252/321 **SUBMITTED TEXT** 19 WORDS **100%** **MATCHING TEXT** 19 WORDS

Pandey, K.K. "Administration of Urban Development and Urban Service Delivery". Theme Paper for the 56th Members' Annual Conference

SA Unit 9.docx (D112923149)

253/321 **SUBMITTED TEXT** 23 WORDS **71%** **MATCHING TEXT** 23 WORDS

BETWEEN STATE AND URBAN LOCAL BODIES Structure 1.0 Objectives 1.1 Introduction 1.2 Relationship between State and Urban Local Bodies:

SA Unit 12.doc (D112923152)

254/321 **SUBMITTED TEXT** 25 WORDS **68%** **MATCHING TEXT** 25 WORDS

the Seventh Schedule in the Constitution of India which lays out the areas in which the Centre or State has exclusive power to legislate.

SA Unit 12.doc (D112923152)

255/321 **SUBMITTED TEXT** 19 WORDS **100%** **MATCHING TEXT** 19 WORDS

Model Municipal Law (MML) in 2003, National Municipal Accounting Manual (NMAM) in 2004, Solid Waste Management Rules (SWMR)

SA Unit 12.doc (D112923152)

256/321 **SUBMITTED TEXT** 26 WORDS **46%** **MATCHING TEXT** 26 WORDS

the MML was the execution of the provisions of the 74th Constitutional Amendment Act (CAA) to empower the ULBs and create a legislative framework for

SA Unit 12.doc (D112923152)

257/321 **SUBMITTED TEXT** 16 WORDS **100%** **MATCHING TEXT** 16 WORDS

implementation of the Ministry's Urban Sector Reform Agenda. This initiative was 127 expected

SA Unit 12.doc (D112923152)

258/321 **SUBMITTED TEXT** 19 WORDS **75%** **MATCHING TEXT** 19 WORDS

uniformity in the constitution of the municipal bodies through their classification as Municipal Corporations for large urban areas,

SA Unit 12.doc (D112923152)

259/321 **SUBMITTED TEXT** 27 WORDS **44%** **MATCHING TEXT** 27 WORDS

of powers and responsibilities to the ULBs is an essential requirement to meet the demands of the rapid growth of urbanisation, particularly in the larger cities.

SA Unit 12.doc (D112923152)

260/321 **SUBMITTED TEXT** 14 WORDS **96%** **MATCHING TEXT** 14 WORDS

The Constitution (Seventy-third Amendment) Act, 1992 and the Constitution (Seventy-fourth Amendment) Act, 1992

SA Ravindra Prasad_74 CAA - Promise and Performance.docx (D56596344)

261/321 **SUBMITTED TEXT** 32 WORDS **53%** **MATCHING TEXT** 32 WORDS

constitutional status to the rural and urban local bodies respectively by devolving powers, functions and authority to them. At present, ULBs occupy the third tier in the governance structure and are

SA Unit 12.doc (D112923152)

262/321 **SUBMITTED TEXT** 25 WORDS **50%** **MATCHING TEXT** 25 WORDS

to subjects listed in the twelfth schedule of the Constitution. It also granted ULBs financial autonomy by listing sources for devolution of funds. The

SA Unit 12.doc (D112923152)

263/321 **SUBMITTED TEXT** 36 WORDS **70%** **MATCHING TEXT** 36 WORDS

receive funds from both Local Bodies Grants, through the Central Finance Commission, and funds released by the State Governments on the recommendations of the State Finance Commission. Further, the ULBs cannot be superseded/suspended; and if

SA Unit 12.doc (D112923152)

264/321 **SUBMITTED TEXT** 24 WORDS **54%** **MATCHING TEXT** 24 WORDS

the State Government, there must be an election to the same within a period of six months. Moreover, the statutory State Election Commission

SA Unit 12.doc (D112923152)

265/321 **SUBMITTED TEXT** 18 WORDS **58%** **MATCHING TEXT** 18 WORDS

of bottom-up leadership. After Part IX of the Constitution, a new part, Part IX-A, has been

SA Unit 12.doc (D112923152)

266/321 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

definition, constitution of municipalities and ward committees, reservation, disqualification, powers

SA Unit 12.doc (D112923152)

267/321	SUBMITTED TEXT	32 WORDS	65%	MATCHING TEXT	32 WORDS

powers to impose taxes. Article 243-Y states that the Finance 128 Commission constituted under Article 243-I shall look into the financial affairs of the Municipalities and make recommendations regarding

SA Unit 12.doc (D112923152)

268/321	SUBMITTED TEXT	14 WORDS	88%	MATCHING TEXT	14 WORDS

distribution of resources between the States and the Municipalities; levying of taxes, duties,

SA Unit 12.doc (D112923152)

269/321	SUBMITTED TEXT	16 WORDS	96%	MATCHING TEXT	16 WORDS

representation of people in the house through regular elections without their indefinite supersession, and is

SA Unit 12.doc (D112923152)

270/321	SUBMITTED TEXT	29 WORDS	41%	MATCHING TEXT	29 WORDS

two types of resources— manpower (technical) and financial. With regard to the implementation of policies, the State Government can enact and enforce laws and frame policies that support

SA Unit 12.doc (D112923152)

271/321	SUBMITTED TEXT	16 WORDS	83%	MATCHING TEXT	16 WORDS

The core function of providing basic services to citizens was retained in the Twelfth Schedule

SA Unit 12.doc (D112923152)

272/321	SUBMITTED TEXT	11 WORDS	100%	MATCHING TEXT	11 WORDS

to enable them to function as effective institutions of self-government.

SA Chapter-II.pdf (D22537359)

273/321 **SUBMITTED TEXT** 32 WORDS **36%** **MATCHING TEXT** 32 WORDS

the State Finance Commission as well as the review of the financial position of the municipalities. Accordingly, the SFC can place its recommendations to the Governor as to: i) The	the State Finance Commission to review the financial position of the municipalities and make recommendations to the Governor in regard to the

W http://www.egyankosh.ac.in/bitstream/123456789/25820/1/Unit-15.pdf

274/321 **SUBMITTED TEXT** 19 WORDS **80%** **MATCHING TEXT** 19 WORDS

the determination of the taxes, tolls, duties, and fees, which may be allotted to or appropriated by the	the determination the taxes, duties, tolls and fees which may be assigned to or the

W http://rcueslucknow.org/publication/decentralization.pdf

275/321 **SUBMITTED TEXT** 16 WORDS **80%** **MATCHING TEXT** 16 WORDS

other important functions were also added through this list. These functions include issues such as

SA Unit 12.doc (D112923152)

276/321 **SUBMITTED TEXT** 14 WORDS **100%** **MATCHING TEXT** 14 WORDS

grants in aid to the Municipalities from the Consolidated Fund of the State	grants-in-aid to the Municipalities from the Consolidate Fund of the State;

W http://www.egyankosh.ac.in/bitstream/123456789/25820/1/Unit-15.pdf

277/321 **SUBMITTED TEXT** 30 WORDS **100%** **MATCHING TEXT** 30 WORDS

Assign to a Municipality such taxes, duties, tolls and fees levied and collected by the State Government for such purposes and subject to such conditions and limits; ?	assign to a Municipality such taxes, duties, tolls and fees levied and collected by the State Government for such purposes and subject to such conditions and limits;

W http://www.egyankosh.ac.in/bitstream/123456789/25820/1/Unit-15.pdf

278/321 **SUBMITTED TEXT** 53 WORDS **86%** **MATCHING TEXT** 53 WORDS

the distribution between the State and the Municipalities of the net proceeds of the taxes, tolls, duties, and fees levied by the State, which may be divided between them under this Part and the distribution between the Municipalities at all levels of their respective shares of such proceeds; and • the

SA Ch. 3.Development of Local Government Institution and changing trends in Municipal Corporation of ... (D106063648)

279/321 **SUBMITTED TEXT** 30 WORDS **100%** **MATCHING TEXT** 30 WORDS

Provide for Constitution of such Funds for crediting all moneys received, respectively, by or on behalf of the Municipalities and also for the withdrawal of such moneys there from;

provide for constitution of such Funds for crediting all moneys received, respectively, by or on behalf of the Municipalities and also for the withdrawal of such moneys there from,

W http://www.egyankosh.ac.in/bitstream/123456789/25820/1/Unit-15.pdf

280/321 **SUBMITTED TEXT** 21 WORDS **97%** **MATCHING TEXT** 21 WORDS

and ? Provide for making such grants-in-aid to the Municipalities from the Consolidated Fund of the State.

and limits; ? Provide for making such grants-in-aid to the Municipalities from the Consolidate Fund of the State; ?

W https://egyanagar.osou.ac.in/download-slm.php?file=BAPS-02-BLOCK-04.pdf

281/321 **SUBMITTED TEXT** 27 WORDS **100%** **MATCHING TEXT** 27 WORDS

Authorise a Municipality to levy, collect and appropriate such taxes, duties, tolls and fees in accordance with such procedure and subject to such limits; ?

SA vijay thesis.pdf (D142533225)

282/321 **SUBMITTED TEXT** 60 WORDS **59%** **MATCHING TEXT** 60 WORDS

constitution of SFCs and insertion of clause 280 (3) (bb & C) in the Constitution to modify terms of reference of the National Finance Commission (NFC). The XVth Finance Commission has recommended Rs 1,21,000 crores for ULBs as against 87,000 Crore by the XIVth NFC. In addition, the Commission has allocated Rs. 24,000 crore for health services. This will

SA Unit 12.doc (D112923152)

283/321 **SUBMITTED TEXT** 13 WORDS **87%** **MATCHING TEXT** 13 WORDS

cities to face pandemics like COVID-19. These two Finance Commissions have improved

SA Unit 12.doc (D112923152)

284/321 **SUBMITTED TEXT** 25 WORDS **73%** **MATCHING TEXT** 25 WORDS

The State Election Commission is responsible for conducting elections to the ULBs. Members are elected for a period of 5 years by direct elections.

SA Unit 12.doc (D112923152)

285/321 **SUBMITTED TEXT** 16 WORDS **85%** **MATCHING TEXT** 16 WORDS

must be conducted within a period of 6 months from the date of dissolution. The

SA Smriti_Thesis_Full_Paper_for_checking.pdf (D47315443)

286/321 **SUBMITTED TEXT** 28 WORDS **68%** **MATCHING TEXT** 28 WORDS

of programmes, projects and services initiated by the Union 131 government in the states. Several the programmes initiated by the states also have wider implications

SA Unit 12.doc (D112923152)

287/321 **SUBMITTED TEXT** 24 WORDS **65%** **MATCHING TEXT** 24 WORDS

the district as a whole as well as to consolidate the plans prepared by the Panchayats and the Municipalities in the district.

the district level a District Planning Committee to consolidate the plans prepared by the Panchayats and the Municipalities in 49 the district

W http://rcueslucknow.org/publication/decentralization.pdf

288/321 **SUBMITTED TEXT** 17 WORDS **90%** **MATCHING TEXT** 17 WORDS

This process would comprise goal setting, data collection and analysis, forecasting, design, strategic thinking, public consultation,

SA Unit 12.doc (D112923152)

289/321 **SUBMITTED TEXT** 29 WORDS **84%** **MATCHING TEXT** 29 WORDS

implementation. Two articles specifically refer to planning issues at district level and at the level of Metropolitan towns: Article 243ZD on District Planning Committee provides for

SA Unit 12.doc (D112923152)

290/321 **SUBMITTED TEXT** 29 WORDS **61%** **MATCHING TEXT** 29 WORDS

may, by law, make provisions regarding the composition of the District Planning Committees, and the procedures by which the seats in these Committees might be filled. Article 243

SA Unit 12.doc (D112923152)

291/321 **SUBMITTED TEXT** 24 WORDS **69%** **MATCHING TEXT** 24 WORDS

Metropolitan Planning Committee may be instituted in every Metropolitan area to prepare a draft development plan for the Metropolitan area as a whole.

SA 74th amendment act new.docx (D83633774)

292/321	SUBMITTED TEXT	12 WORDS	90%	MATCHING TEXT	12 WORDS

the objectives and priorities set by the Union and state governments.

SA Unit 4.docx (D112923140)

293/321	SUBMITTED TEXT	16 WORDS	62%	MATCHING TEXT	16 WORDS

state level agencies/line departments have enormous powers, particularly over small and medium sized local bodies.

SA Unit 12.doc (D112923152)

294/321	SUBMITTED TEXT	25 WORDS	73%	MATCHING TEXT	25 WORDS

for years 133 and transfers at the free will of the senior bureaucrats and the government reek of favouritism, corruption, and nepotism.

SA Unit 12.doc (D112923152)

295/321	SUBMITTED TEXT	20 WORDS	64%	MATCHING TEXT	20 WORDS

innovative reforms in Ahmedabad, thereby aiding creation of SPVs and issuance of Municipal Bonds. ii) Municipal Cadre

SA Unit 12.doc (D112923152)

296/321	SUBMITTED TEXT	19 WORDS	80%	MATCHING TEXT	19 WORDS

the study conducted by the Capacity Building for Urban Development Project (CBUDP), states like Maharashtra, Tamil Nadu, and

SA Unit 12.doc (D112923152)

297/321 **SUBMITTED TEXT** 25 WORDS **73%** **MATCHING TEXT** 25 WORDS

The State Election Commission is responsible for conducting elections to the ULBs. Members are elected for a period of 5 years by direct elections.

SA Unit 12.doc (D112923152)

298/321 **SUBMITTED TEXT** 15 WORDS **80%** **MATCHING TEXT** 15 WORDS

of programmes, projects and services initiated by the Union government in the states. ?

SA Unit 12.doc (D112923152)

299/321 **SUBMITTED TEXT** 16 WORDS **62%** **MATCHING TEXT** 16 WORDS

state level agencies/line departments have enormous powers, particularly over small and medium sized local bodies.

SA Unit 12.doc (D112923152)

300/321 **SUBMITTED TEXT** 67 WORDS **98%** **MATCHING TEXT** 67 WORDS

References Bagchi, A.K. "The Past and the Future of the Developmental State". Journal of World-Systems Research (2000), 6.2, 398-442. CBUD. Approach towards Establishing Municipal Cadres in India, Capacity Building for Urban Development Project (CBUD). (New Delhi: MoUD & the World Bank, 2014). Chaturvedi, B.K. Report of the Committee on Restructuring of Centrally Sponsored Schemes (CSS). (New Delhi: Planning Commission, Government of India, 2011).

SA Unit 12.doc (D112923152)

301/321 **SUBMITTED TEXT** 15 WORDS **96%** **MATCHING TEXT** 15 WORDS

of India, MoHUA. Deendayal Antyodaya Yojana-National Urban Livelihoods Mission. (New Delhi: MoHUA, 2013).

SA Unit 12.doc (D112923152)

302/321 **SUBMITTED TEXT** 20 WORDS **96%** **MATCHING TEXT** 20 WORDS

MoHUA. Atal Mission for Rejuvenation and Urban Transformation- Mission Statement & Guidelines. (New Delhi: MoHUA, 2015). 136

SA Unit 12.doc (D112923152)

303/321 **SUBMITTED TEXT** 41 WORDS **99%** **MATCHING TEXT** 41 WORDS

Jha, R. The Unfinished Business of Decentralised Urban Governance in India. ORF Issue Brief. (2020) Retrived from https://www.orfonline.org/wp- content/uploads /2020/02 /ORF_Issue_Brief_340_Decentralised_Governance.pdf Mohanty P.K, Misra B.M, Goyal, R. & Jeromi P.D. Municipal Finance in India: An Assessment. (Mumbai: Reserve Bank of India, 2007).

SA Unit 12.doc (D112923152)

304/321 **SUBMITTED TEXT** 15 WORDS **100%** **MATCHING TEXT** 15 WORDS

Rao, M.G. & Bird, R.M. Urban governance and finance in India. (2010). Retrieved from https://ideas.repec.org/cgi-bin/get_doc.pl?urn=RePEc%3

SA Unit 12.doc (D112923152)

305/321 **SUBMITTED TEXT** 25 WORDS **100%** **MATCHING TEXT** 25 WORDS

Awpaper%3A10%2F68&url=http%3A%2F %2Fwww.nipfp.org.in%2 Fworking_paper%2Fwp_2010_68.pdf 137

SA Unit 12.doc (D112923152)

306/321 **SUBMITTED TEXT** 35 WORDS **41%** **MATCHING TEXT** 35 WORDS

OBJECTIVES After studying the unit, you should be able to: ? Explain the phenomenon of urbanisation and its effects. ? Explain the dynamics of Urban Planning in India. ? Explain the role of

OBJECTIVES After studying this Unit, you should be able to: ? Describe the trends in urbanisation in India; ? Discuss the constitution and composition of Municipalities in India; ? Explain the role of

W https://egyankosh.ac.in/bitstream/123456789/69457/1/Unit-13.pdf

307/321 **SUBMITTED TEXT** 38 WORDS **62%** **MATCHING TEXT** 38 WORDS

that if in the opinion of the state government, a committee is not competent to perform or persistently makes default in the performance of the duties imposed on it under the Act or exceeds or abuses its

SA Smriti_Thesis_Full_Paper_for_checking.pdf (D47315443)

308/321 **SUBMITTED TEXT** 19 WORDS **96%** **MATCHING TEXT** 19 WORDS

since 1951, town planning has become a part of the overall national plan. 151 The

SA Smriti_Thesis_Full_Paper_for_checking.pdf (D47315443)

309/321 **SUBMITTED TEXT** 42 WORDS **42%** **MATCHING TEXT** 42 WORDS

by the elected members of the municipalities and chairpersons of the panchayats in the metropolitan area. Further, the proportion of these members on the committee should be proportional to the population ratio of the municipalities and panchayats in that metropolitan area.

by the elected members of the municipalities and the chairpersons of the Panchayts in the Metropolitan area in proportion to the ratio between the population of the municipalities and the Panchayts in that area (

W http://www.egyankosh.ac.in/bitstream/123456789/25820/1/Unit-15.pdf

310/321 **SUBMITTED TEXT** 19 WORDS **100%** **MATCHING TEXT** 19 WORDS

The purpose is to prepare a consolidated and comprehensive plan for the Metropolitan area as a whole.

SA Unit 4.docx (D112923140)

311/321 **SUBMITTED TEXT** 18 WORDS **100%** **MATCHING TEXT** 18 WORDS

local government in India that administers urban areas with a population of more than one million.

local government in India that administers urban areas with a population of more than one million.

W https://www.selfstudys.com/sitepdfs/tQHDvJehOc4jvydTrIxx

312/321	SUBMITTED TEXT	35 WORDS	95%	MATCHING TEXT	35 WORDS

to ensure better planning, close cooperation, and coordination between Union, State, and Local government—provision has been made to have representation of various Union and State level Committees, organizations, and institutions if deemed necessary.

SA Unit 4.docx (D112923140)

313/321	SUBMITTED TEXT	46 WORDS	97%	MATCHING TEXT	46 WORDS

Metropolitan Area: An area having a population of ten lakhs or more, comprised in one or more districts and consisting of two or more Municipalities, Panchayats or other contiguous areas, specified by the Governor by public notification to be a Metropolitan area. 1.9

SA Unit 4.docx (D112923140)

314/321	SUBMITTED TEXT	19 WORDS	96%	MATCHING TEXT	19 WORDS

the commencement of Constitution (74 th Amendment) Act, 1992, and thereafter at the expiration of every

SA Chapter-II.pdf (D22537359)

315/321	SUBMITTED TEXT	61 WORDS	82%	MATCHING TEXT	61 WORDS

review the financial position of the municipalities and make recommendations to him as to: (a) the principles which should govern (i) the distribution between the state and the municipalities of the net proceeds of the taxes, duties, tolls and fees which can be levied by the state which may be divided between them and the allocation between the municipalities at

SA Unit 12.doc (D112923152)

316/321 **SUBMITTED TEXT** 23 WORDS **93%** **MATCHING TEXT** 23 WORDS

of their respective shares of such proceeds, (ii) the determination of the taxes, duties, tolls, and fee which may be assigned to

SA Ch. 3.Development of Local Government Institution and changing trends in Municipal Corporation of ... (D106063648)

317/321 **SUBMITTED TEXT** 52 WORDS **100%** **MATCHING TEXT** 52 WORDS

appropriated by the municipalities, (iii) the grants-in-aid to the municipalities from the consolidated fund of the state, (b) the measures needed to improve the financial position of the municipalities; (c) any other matter referred to the Finance Commission by the governor in the interests of sound finance of the municipalities. The

SA Unit 12.doc (D112923152)

318/321 **SUBMITTED TEXT** 16 WORDS **86%** **MATCHING TEXT** 16 WORDS

every recommendation made by the Commission together with an explanatory memorandum on the action taken

SA Chapter-II.pdf (D22537359)

319/321 **SUBMITTED TEXT** 17 WORDS **100%** **MATCHING TEXT** 17 WORDS

finance commission to review the financial position of the municipalities and make recommendations to the governor

Finance Commission to review the financial position of the municipalities and make recommendations to the Governor

W http://www.egyankosh.ac.in/bitstream/123456789/25820/1/Unit-15.pdf

320/321 **SUBMITTED TEXT** 153 WORDS **100%** **MATCHING TEXT** 153 WORDS

Y (2007: 144-145), the Finance Commission constituted under article 243-I shall also review the financial position of the Municipalities and make recommendations to the Governor as to— (a) the principles which should govern— (i) the distribution between the State and the Municipalities of the net proceeds of the taxes, duties, tolls and fees leviable by the State, which may be divided between them under this Part and the allocation between the Municipalities at all levels of their respective shares of such proceeds; (ii) the determination of the taxes, duties, tolls and fees which may be assigned to, or appropriated by, the Municipalities; (iii) the grants-in-aid to the Municipalities from the Consolidated Fund of the State; (b) the measures needed to improve the financial position of the Municipalities; (c) any other matter referred to the Finance Commission by the Governor in the interests of sound finance of the Municipalities. 160

SA Ch. 3.Development of Local Government Institution and changing trends in Municipal Corporation of ... (D106063648)

321/321 **SUBMITTED TEXT** 10 WORDS **100%** **MATCHING TEXT** 10 WORDS

to enable them to function as institutions of Self-Government.

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PREFACE In a bid to standardize higher education in the country, the University Grants Commission (UGC) has introduced Choice Based Credit System (CBCS) based on five types of courses viz. core, discipline specific, generic elective, ability and skill enhancement for graduate students of all programmes at Honours level. This brings in the semester pattern, which finds efficacy in sync with credit system, credit transfer, comprehensive continuous assessments and a graded pattern of evaluation. The objective is to offer learners ample flexibility to choose from a wide gamut of courses, as also to provide them lateral mobility between various educational institutions in the country where they can carry their acquired credits. I am happy to note that the University has been recently accredited by National Assessment and Accreditation Council of India (NAAC) with grade ''A''. UGC (Open and Distance Learning Programmes and Online Programmes) Regulations, 2020 have mandated compliance with CBCS for UG programmes for all the HEIs in this mode. Welcoming this paradigm shift in higher education, Netaji Subhas Open University (NSOU) has resolved to adopt CBCS from the academic session 2021- 22 at the Under Graduate Degree Programme level. The present syllabus, framed in the spirit of syllabi recommended by UGC, lays due stress on all aspects envisaged in the curricular framework of the apex body on higher education. It will be imparted to learners over the six semesters of the Programme. Self Learning Materials (SLMs) are the mainstay of Student Support Services (SSS) of an Open University. From a logistic point of view, NSOU has embarked upon CBCS presently with SLMs in English / Bengali. Eventually, the English version SLMs will be translated into Bengali too, for the benefit of learners. As always, all of our teaching faculties contributed in this process. In addition to this we have also requisitioned the services of best academics in each domain in preparation of the new SLMs. I am sure they will be of commendable academic support. We look forward to proactive feedback from all stakeholders who will participate in the teaching-learning based on these study materials. It has been a very challenging task well executed, and I congratulate all concerned in the preparation of these SLMs. I wish the venture a grand success. Professor (Dr.) Ranjan Chakrabarti Vice-Chancellor
Netaji Subhas Open University Under Graduate Degree Programme Choice Based Credit System (CBCS) Subject : Honours in Public Administration (HPA) Rural Local Government Course Code : CC-PA-08 First Print—January, 2023 _____ Printed in accordance with the regulations of the Distance Education Bureau of the University Grants Commission
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CC: VIII Rural Local Government Block- I Origin and Growth Unit- I: Evolution of Rural Self-government in Pre-independent India Structure 1.1 Learning Objectives 1.2 Introduction 1.3The Theoretical Perspective of Democratic Decartelization 1.4Evolution of Rural Self-government in Pre-independent India 1.5

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Conclusion 1.6Summary 1.7Glossary 1.8Model Questions 1.9References 1.1 Learning Objectives Following completion of this unit, you should be able to: • Be familiar with the origins of local self-government in India; • On the evolution of the Panchayati Raj Institutions

in India. 1.2

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Introduction The concept of democratic decentralization has dominated the development discourse in many Asian, African, and Latin American countries since the 1960s. Democratic decentralization rejects the notions of a highly centralized state and substitutes them with the concept of

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distribution of power to the people at large. The notion of democratic decentralization is that people will become both the end and the means of development. India, like many other nations, has adopted a democratic decentralization policy. Panchayats are regarded as the most important institutions for the success of the decentralization process. In India, it began as part of administrative reforms to facilitate

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rural development projects in rural areas. Later, when the idea of people's participation through Panchayati Raj Institutions (PRIs) gained popularity, the same panchayats started to work as institutions of self-government in rural areas. 2 This chapter examines democratic decentralization in India with the intention of examining key issues such as people's participation in governance matters, the accountability of the government to the people, delivering the fruits of development to the people, and bridging the gaps in the achievement of these objectives, i.e., implementation failures. Overall, it demonstrates that while some expectations have been met, the majority have not. As a result, the outcomes have been mixed. Through local governments, the goal of democratic decentralization has not been fully achieved or completely failed. Despite numerous accomplishments, there are a number of issues that must be addressed. 1.3 The Theoretical Perspective of Democratic Decartelization According to Moitree Bhattacharya, the transfer of planning, decision-making, or administrative authority from the central government to its field organizations, local administrative units, or semi-autonomous parastatal organizations is known as decentralization. It brings the government closer to the people. Mere administrative decentralization entails the delegation of functions as well as some financial powers to the local level to implement policies that cannot be implemented by central authorities. Administrative decentralization becomes more meaningful when it is combined with political decentralization. Political decentralization gives local units the power to not only carry out policies but also make their own decisions. Political decentralization empowers decentralized units not only to implement policies but also to make decisions on their own. Democratic decentralization differs from fiscal decentralization (in which funds are not only transferred to local bodies but the power to raise funds is also granted to these bodies, even if they are not necessarily elected bodies) and administrative decentralization (which envisages de- concentration and

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transfer of administrative power and functions from higher to lower levels). Democratic decentralization combines administrative, fiscal, and other forms of decentralization. It envisions the devolution of decision-making powers as well as funds to elected bodies at the local level. Beginning in the 1990s, the Indian model of decentralization was intended to conform to democratic decentralization. Decentralization promotes greater participation. Decentralization give opportunity to the people at lower levels to participate to a greater extent in a decision-making process. Being away from the top layer increases proximity to the base, i.e., the people. The term "decentralization" gets its democratic prefix from this participatory aspect. However, participation cannot be absolute. First, it is naive to believe that everyone in a village or rural area can sit down and decide everything. It amounts to direct democracy, which in today's world is unthinkable. Second, it is a common misconception that poor people want to participate in community decision-making while abandoning their bread-earning activities. As a result, profound socioeconomic changes are required to make decentralization truly democratic. Third, it is incorrect to believe that higher authorities are eager to promote decentralization. On the contrary, higher authorities, whether elected representatives at higher levels of government or bureaucrats, are hesitant to allow for popular governance. People's participation, therefore, has its own limitations; we cannot achieve it; we can only come close. Although participation has its limitations, it is not desirable to limit people's 3 participation to voting every five years. Democratic decentralization, at the very least, broadens the scope for citizens' active participation in local government institutions. It allows people at the local level to have a say in decisions that affect their lives. It broadens the country's democratic foundation. It is thought to be more efficient in terms of both time and money. When decisions are made at the local level, planning and implementation take place locally, the cost of development work is obviously reduced. It makes decisions more responsive to local needs. 1.4 Evolution of Rural Self-government in Pre-Independent India In their book, Public Administration in a Globalizing World, Bidyut Chakrabarty and Prakash Chand wrote that India's path to new local governance seems to have been instable. There is no denying that panchayats, or village councils, have existed in India since ancient times. They were primarily 'informal bodies of village elders from dominant castes and families' assigned a variety of functions such as the provision of goods and services, the upkeep of law and order, the general welfare of the villagers, and so on. These bodies had significant autonomy in terms of organization, functions, and finances, which was bestowed upon them by village communities. Village communities had almost unrivaled freedom of action in all spheres of governance. The uniqueness of this form of governance was that it arose completely spontaneously, with no external authority ever delegating power and authority to these bodies. Furthermore, there was no uniform pattern

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this form of governance, just as there was no uniform pattern of organization in these village communities. The successive Muslim invasions and subsequent establishments of Muslim rule in India had little impact on the functioning of these village communities. Even the Mughals, who had united almost the entire subcontinent for the first time, were not eager to dismantle the localized form of governance. Instead, they were preoccupied with police and revenue issues, which they resolved with the village headmen. As a result, despite several political vicissitudes at the central level, the arrangement remained unchanged until the middle of the seventeenth century. As a result, despite several political vicissitudes at the central level, the arrangement remained unchanged until the middle of the seventeenth century. Even when the British arrived in India in the nineteenth century, this age-old form of local governance was there. Sir Charles Metcalfe's famous portrayal of this form of local governance before the House of Commons Select Committee bears clear testimony to the great tradition of local governance that existed in ancient India. In his words: The village communities are little republics, having nearly everything they can want within themselves and

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almost independent of any foreign relations. They seem to last where nothing else does. Dynasty after dynasty tumbles down; revolution succeeds

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revolution; but the village community remains the same. This union of the village communities, each one forming a separate little state, in itself has been conceived, contributed more than any other cause to the preservation of the people of India, through all the revolutions and changes that they have suffered, and is in a high degree conducive to their enjoyment of a great portion of freedom and independence. 4 Except for a few polemics and individual efforts by a few visionary thinkers like Tagore and Gandhi, there was no serious attempt to unlock the huge potential of these little village republics, either by the colonial rulers or by the post-colonial state. The colonial rulers of India did nothing to revive these "little village republics." The twin motives of empire building and mercantilism drove colonial intervention in local governance. In terms of local governance, the colonizers took a selective approach. In fact, in order to strengthen their goal of empire building, they built urban "centers" like Calcutta, Bombay, and Madras while leaving the rest of the country as a "periphery," serving the "center" without any development. Naturally, whatever little rural reconstruction and urban development was done during the time period was primarily for housekeeping purposes. As part of its housekeeping functions, the British colonial state implemented several constitutional measures to streamline local self-government. Among them were the Ripon Resolution of 1882, the Bengal Local Self-Government Act of 1885, and the Bengal Village Self-Government Act of 1919. The Bengal Village Self-Government Act of 1919, which provided a two-tier structure—union boards at the bottom and district boards at the top—may be regarded as the beginning of local self-government in India. Those self-governing structures, however, were neither

local nor self-governing,

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as they were marked by a perpetual resource crunch, over bureaucratization, and the dominance of local landed gentry. They remained as mere appendages of

the provincial government. 1.5 Conclusion As a result of the implementation of democratic decentralization, democratic consciousness spread in the minds of the people. This democratic process has been realized throughout India through village-based Panchayati Raj institutions. The main responsibility of this organization is to implement the development programs of the people. Panchayat probably meant a village council, whose membership was five at the earliest. It is believed that the word "panchayat" is derived from these 'five' words. Lord Ripon was the first Viceroy who came forward to establish self-governing institutions in India. For this purpose, on May 18, 1882, Ripon's Resolution on Local Self-Government in India was passed. This proposal represents an attempt to restructure India's self-governing system. However, to implement the system of self-government in this country, the first government act adopted by the British government was the Bengal Self-Government Act of 1885. This Act provides for the formation of three tiers of organizations. Morley subsequently set up a Royal Commission in 1907 on decentralisation. The report of this commission gave an outline of how to develop efficient rural administration with a view to decentralization. Subsequently, the Bengal government constituted a District Administration Committee in 1914 to outline how to improve the district administration system. Additionally, following this committee's recommendations, the Bengal government passed the Bengal Village Self-Government Act in 1919 to institute rural self-governance. These initiatives of the British period are particularly significant in administratively strengthening the panchayat system in India.
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Summary A. This chapter examines democratic decentralization in India with the intention of examining key issues such as people's participation in governance matters, the accountability of the government to the people, delivering the fruits of development to the people, and bridging the gaps in the achievement of these objectives, i.e., implementation failures. B. Through local governments, the goal of democratic decentralization in India has not been fully achieved or completely failed. C. The colonial rulers of India did nothing to revive the panchayat. D. The twin motives of empire-building and mercantilism drove colonial intervention in local governance in India. E. The Bengal Village Self-Government Act of 1919, which provided a two-tier structure— union boards at the bottom and district boards at the top—may be regarded as the beginning of local self-government in India. 1.7

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Glossary A. What is a panchayat? In India, the local government system is known as a panchayat.A panchayat is a group of "five people." A panchayat is a council of elders that represents a village. The Panchayat system includes villages (Gram Panchayat), clusters of villages (Block Panchayat), and districts (District Panchayat). B.

What is

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the Panchayati Raj system? Panchayati Raj is a village-level form of government in which each village is responsible for its own activities. The Amendment Act of 1992 includes provisions for delegating powers and responsibilities to panchayats in order to prepare plans for economic development and social justice. C. What is local self-government? According to

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form of government in which each village is responsible for its own

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European Charter of Local Self-Government, "this entails the existence of local authorities endowed with democratically constituted decision-making bodies and possessing a wide degree of autonomy with regard to their responsibilities, the ways and means by which those responsibilities are exercised, and the resources required for their fulfilment". 6 1.8 Model Questions 1. How does local government strengthen democracy? 2.

Write in detail what initiatives were taken during the British period to strengthen the panchayat system in India. 1.9

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Unit II Panchyati Raj System in Post-independent period: Balwant Rai Mehta Committee Report

Structure 2.1 Learning Objectives 2.2 Introduction 2.3

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The Journey towards a Constitutional Mandate for Panchayati Raj Institutions (PRIs) in India 2.2.1

The Period of Dwindle 2.2.2 Revitalization Efforts of Panchayat 2.2.3 Panchayats of the Third Generation 2.2.4 The Constitutional Amendment regarding Panchaanchayats 2.4Balwant Rai Mehta Committee Report 2.5 Conclusion 2.6 Summary 2.7 Glossary 2.8 Model Questions 2.9 References 2.1 Learning Objectives By reading this unit, we will know: Evolution of the Panchayat System in Independent India Balwant Rai Mehta Committee Report on the Panchayati Raj System in India 2.2 Introduction

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According to Chakrabarty & Pandey, Independence altered the power structure but not the attitude toward local government. Despite Mahatma Gandhi's repeated advocacy for Gram Swaraj, it remained a distant dream even in independent India. The framers of the 8 Constitution, inheriting the critical mindset regarding local governance, belied the hope of strong and vibrant local governance by confining it to the Directive Principles of State Policy, a non-enforceable section of the Constitution. In this context, the comments of two major architects of the modern Indian Constitution deserve some space here because both comments adequately mirror the mentality that denied local governance in India the constitutional status it deserved. Ambedkar argues: The love of the intellectual Indian for the village community is, of course, infinite, if not pathetic. It is largely due to the fulsome praise bestowed upon it by Metcalfe, who described that they want

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within themselves and almost independently of any foreign relations... That they have survived through all vicissitudes may be a fact. But mere survival has no value. The question is on what plane they have survived. Surely on a low, selfish level. I said that these village republics have been the ruin of India. I am therefore surprised that those who condemn provincialism and communalism should come forward as champions of the village. What is the village but a sink of localism, a den of ignorance, narrow-mindedness, and communalism? In

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similar vein, Nehru wrote: 'I do not understand why a village should necessarily embody truth and non-violence. A village, normally speaking, is backward intellectually and culturally, and no progress can be made

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a backward environment. Narrow-minded people are much more likely to be untruthful and violent'. The dream of inclusive local governance in India had to wait nearly four decades before it was recognized in 1993. Meanwhile, there had been a few pioneering efforts, but they were mostly selective and limited to the provincial level. Among them were the Balwantrai Mehta Committee, the Ashok Mehta Committee, and democratic decentralization experiments by a few state governments, such as West Bengal, Karnataka, and Kerala. 2.3 The Journey Towards a Constitutional Mandate for Panchayati Raj Institutions (PRIs) in India In his book, Panchayati Raj, Kuldeep Mathur wrote that, when it became clear that the bureaucraticallyorganized Community Development Programme (CDP) was underperforming, the Planning Commission appointed a Study Team led by Balwant Rai Mehta in 1956 to study and report on "Community Development Projects and National Extension Service" in order to evaluate their "economy and efficiency," as well as "the extent to which the movement has succeeded in utilizing local initiatives and creating institutions." In its report, the team argued that 9 ...community development can only be real when the community understands its problems, realizes its responsibilities, exercises the necessary powers through its chosen representatives, and maintains a constant and intelligent vigilance on local administration. It concluded that in order for these programs to be effective, a village-level agency "that could represent the entire community, assume responsibility, and provide leadership for implementing development programs" was required. The study team then proposed the now well-known three-tier structure of panchayats, ranging from the village to the district level. Direct elections were held only at the village or panchayat level in the majority of states. Through indirect elections, the other two institutions—the panchayat samiti (coinciding with development blocks) and

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Zilla parishad (coinciding with the district)—were linked to each other and to the panchayat. Few financial powers were delegated to them, and they were dependent on the district administration to initiate any development activity in their area. Significantly, these Panchayati Raj Institutions (PRIs) were viewed as tools for plan implementation, whereas politics was viewed as a barrier to their effectiveness. Unanimity in elections was interpreted as an indicator of village consensus, and several state governments initially offered prizes to panchayats that elected their leaders unanimously. Efforts to keep politics out were supported by Gandhians, who emphasized that political parties should find other ways to serve the interests of the people rather than exploit Panchayati Raj for party ends. The experience of the early years—from 1957, when Jawaharlal Nehru inaugurated panchayati raj with great enthusiasm in a district of Rajasthan, to its decline around five years later—damped all anticipations, both of Gandhians and the government. The Gandhians' idealistic picture was significantly blurred and tarnished because the panchayat system revealed that the villages were not conflict-free; they were surrounded by group rivalry and factionalism. The expectation of a collaborative mode of operation was crushed when panchayats provided a means for dominant groups to retain power. Those who saw PRIs as development tools were disappointed to discover that the leaders were primarily interested in retaining and accumulating power, as well as delivering patronage, and were frequently embroiled in political-administrative squabbles and intrigues. In the face of more pressing issues such as droughts, food crises, and the Indo-Chinese War, attention was quickly diverted away from these institutions. As the country faced food shortages, policymakers prioritized increasing agricultural production, and they resorted to a bureaucratic strategy to meet this challenge. The recommendations in the Ford Foundation's Report on India's Food Crisis and Steps to Meet It to transform the existing agricultural situation provided significant support for this strategy. It stated unequivocally that "only a far-reaching centralized authority with a clear line of command and execution can meet the challenge of growing more food." It also stated that "the administrative structure must be simplified, and clear lines of authority and 10 responsibility must be established at all levels of government so that policy decisions are carried out at the village level." 2.3.1 The Period of Dwindle The decentralization phase (beginning in 1957) lasted about five years, during which the panchayat system received little support in its role in meeting agricultural production targets. The national policy elites believed that local political leadership did not reflect the urgency of national demands and, after questioning panchayats' role and legitimacy in the national crisis, side-lined them in the development effort. The Panchayats suffered a decline beginning in 1962, not only because the CDP, which they were enjoined to help implement, lost its financial support, but also because, in dealing with the food crisis, these institutions were not seen as a source of strength and support. However, due to the neglect of panchayats during the 1964–80 period, no elections were held while the institutions continued in their organizational form. Those who had been elected remained in their positions, wielding whatever power they could in the absence of financial resources. A large number of such locally elected leaders emerged, and they began to form political alliances with the state leadership by providing them with 'vote banks' in exchange for the ability to exercise local influence. Local vote bank politics emerged during this time period, encouraging national leaders to cater to state leaders with large vote banks. The Congress party benefited the most from this scheme, with local leaders ensuring support for the Congress leadership through a complex system of manipulation and patronage. As the Congress party—the more powerful national party—lost touch with local issues, "people-oriented" parties emerged that were regional in nature and responded to sectarian interests. These parties began to assert themselves on a national scale as well, ushering in a period of coalition governments. On the administrative front, the implementation of the new agricultural strategy to increase food production fuelled the belief that development schemes could be successful if the central government maintained control over them after promoting them and also monitored their performance to ensure they followed pre-planned guidelines. During the Fifth Five-Year Plan, which began in 1971–2, the central government introduced a series of schemes to alleviate rural poverty. These were implemented at the local level by states and district administrations but were planned and financed by the central government, which kept a close eye on implementation to ensure that it did not deviate from pre-set guidelines. The Small Farmers' Development Agency, Drought Prone Area Programme, and Integrated Tribal Development Programme, which were introduced at the time, were not administered by the Zilla parishad. These schemes became known as "centrally sponsored schemes," and the format is still used today. 11 Furthermore, while funds for panchayats were depleted, funds for departments implementing programs at the local level were increased. This strengthened the local bureaucracy, which devised its own methods of consulting the villagers when necessary. With the panchayats lacking

funds and elections, the local political leadership saw an opportunity to connect with these bureaucratic functionaries and influence how direct benefits would be distributed. An analysis of the reasons for the decline of panchayats throughout this period will be incomplete unless the characteristics of the structure's poor design are also highlighted. The panchayat institutions were established through separate acts passed by the state legislatures. This meant that the nature and extent of decentralization varied according to each state's political and administrative interests. These institutions were given little planning responsibility, and few powers to raise resources were devolved to them. Instead of making them the channels for the planned programs, the government continued to carry out its own poverty alleviation programs through its bureaucratic machinery. Furthermore, state governments frequently postponed elections, demonstrating their disinterest in these institutions. Once elected, the leadership determined that such postponements were in their best interests. It is also worth noting that panchayats were not viewed as institutions of people's participation that contributed to the advancement of democracy. They were typically viewed as tools to aid in the implementation of national policy. Even during their early years of enthusiasm, their performance was measured by their ability to increase agricultural output. The national leadership perceived local panchayats as ignoring this primary task and, as a result, failing to reflect the urgency of national demands. Because panchayats did not appear to be the primary drivers of development, they were side-lined. 2.3.2 Revitalization Efforts of Panchayats The Janata Party's victory in 1977 signaled a resurgence of interest in decentralization and Panchayati Raj. The newly formed coalition of political parties attacked the Indira Gandhi regime as being highly centralized, with power concentrated in Delhi. The political climate has shifted. It signaled the rise of a political coalition with agrarian interests as key partners. These interests demanded greater control over resources as well as a more active role in state politics. Simultaneously, the new center government was concerned with issues of centralization of planning as obstacles to improving the country's developmental performance. In its Five-Year Plan for 1978–83, the Janata Party stated unequivocally that the plan would 'require the creation of full-time planning machinery at the block and district levels and will call for a great deal more public participation'. It went on to say that 'the majority of investment in agriculture, minor irrigation, animal husbandry, fishing, forestry, marketing or processing cottage and small-scale industries, including water supply, housing, health, education, sanitation, local transport, and so on, is clearly amenable to local planning'. The Planning Commission formed a working group in 1977 to develop guidelines for the country's first block-level planning. The Working Group stated from the start that "the issue 12 of whether a district or block is more appropriate for the purpose of planning need not be viewed with rigidity". They did not see it as an either-or situation, and the group saw block- level planning as an important link in the multi-level planning process. It then suggested delegating power to the district level and below, as well as establishing planning cells to ensure that professionals are available. Along with this initiative, the government of India established a second committee to review panchayat institutions. The recommendations of the Ashok Mehta Committee sought to develop an effective Panchayati Raj system based on the district as the unit of administration and planning. The three-tier system was modified by recommending the Mandal panchayat as the base unit. The government's goal of decentralizing planning greatly influenced the Ashok Mehta Committee, which saw panchayat institutions as institutions of local-level planning. It did, however, see panchayat institutions as political and administrative units with the potential to become local governance units in the future. According to the committee's report, there is a lack of clarity regarding these institutions, with many images existing side by side, which tend to work against each other in the short run. It proposed that the district serve as the point of decentralization and that it be given taxation powers (to raise revenue). It enabled political parties to operate at this level. It abolished the three-tier panchayat system and proposed a two-tier system with Mandal panchayats as the next tier. However, it appears that the motivation for decentralization was purely technical; the real goal was to improve the planning process and counter the accusation of "too much planning" from above. At the political level, three state governments—West Bengal, Karnataka, and Andhra Pradesh—responded to the revitalization efforts. These states were ruled by non-Congress governments, and they took advantage of the report's opportunity to breathe new life into PRIs. Regular elections were held, and some powers were devolved to panchayats and panchayat samitis in order for them to perform local functions. However, the motivation for all of this in both West Bengal and Andhra Pradesh was political. The newly elected parties were attempting to consolidate and broaden their support and spheres of influence. Under constant threat from the Center, they reasoned that strengthening local-level institutions would be one way to stand up to it. If the Left parties in West Bengal were attempting to mobilize rural areas, N.T. Rama Rao, who won elections in Andhra Pradesh on the basis of his charisma, was in desperate need of consolidating his party's influence in the countryside. There was no plan in any of these states to decentralize governance by allowing panchayats to

develop into powerful and autonomous institutions of self-government. The Karnataka experiment, on the other hand, was lauded as a daring attempt at decentralization. A new type of district administrative system was tried, and there was even talk of making the district government the third tier of the federal government. This experiment, however, was short-lived. The party that initiated this program lost the elections, and the party that was elected chose to reinstate the old system. 13 2.3.3 Panchayats of the Third Generation Even after the Congress Party regained power in 1980, the concern for participatory planning persisted. The Planning Commission issued a Working Group Report on District Planning in 1982, emphasizing the importance of public participation in order to "reduce the unequal distribution of power in rural areas." It went on to express dissatisfaction with existing institutional mechanisms of democratic decentralization, seeing them as having "fallen prey to power manipulation of the rural elite" and giving rise to "what may be called inner limits to public participation". Another Planning Commission committee, established in 1985 to review existing administrative arrangements for rural development and poverty alleviation programs, submitted its report in 1985. (GoI 1985). This committee emphasized that various rural development programs would become realistic and meaningful only if people's representatives were effectively participating in local-level planning, design formulation, scheme implementation, and beneficiary selection in anti-poverty and employment- generation programs: "In order that the felt needs of the local people and the area are articulated for planning, and priorities are effectively established and implemented, there is no better instrument to meet this need than the panchayati raj institutions''. 2.3.4 The Constitutional Amendment regarding panchayats With these reports in hand, then-Prime Minister Rajiv Gandhi convened a series of meetings with district collectors in Bhopal, Hyderabad, Imphal, Jaipur, and Coimbatore. The government then drafted a bill along the lines of the one proposed by L.M. Singhvi as an appendix to the Ashok Mehta Committee Report. While accepting the three-tier structure in his report, Singhvi made two strong points: (i)panchayatsshould be recognized as self- governing institutions; and (ii) these institutions should be provided by the Constitution. The government agreed with these suggestions, so in 1989, the 64th Amendment Bill was put before the Lok Sabha. The bill, however, was defeated in the Rajya Sabha. The states objected to the amendment because they felt the center was intervening directly at the local level and also attempting to introduce uniformity in the country. These amendments made it mandatory for each state to establish local self-government institutions (known as Panchayati Raj Institutions, or Panchayats in rural areas) at the village, intermediate, and district levels (except for states with fewer than 20 lakh people). The amendment stated that devolutionary powers would be left to the discretion of state legislatures. According to the amendment: 14 It may by law endow the Panchayats with such powers and authority as may be necessary to enable them to function as institutions of local self-government [with respect to]: a. the preparation of plans of economic development and social justice; b. the implementation of schemes for economic development and social justice as may be entrusted to them, including those in relation to matters listed in the Eleventh Schedule. The Act's provisions were not mandatory, allowing states to respond at their will. The scope of responsibilities, particularly those concerned with law and order, was excluded, and the subjects in the Eleventh Schedule were only suggested. As a result of this design, while the Constitution mandated a structure and suggested the degree of autonomy to be granted, it was up to the states to determine how the structure would function and the degree of autonomy to be granted by enacting their own legislation. However, the Act has made several significant advances in recent years. It mandated that elections be held every five years and be overseen by the State Election Commission. The gram Sabha (the village assembly) was envisioned as the deliberative body of decentralized governance and the foundation of the panchayat system, with a uniform three-tier structure. Women's empowerment was mandated by reserving one-third of all elected bodies' seats, as well as the position of chairperson in each tier. Constituency rotation was also mandated in these cases. Reservations were also made available for scheduled castes and tribes. The Act calls for the establishment of a State Finance Commission every five years to ensure adequate financial resources for panchayats. District Planning Committees were made mandatory and constitutionally recognized. In making the gram sabha responsible for monitoring and evaluating local-level developmental programs, the amendment represents a significant shift from previous thinking about Panchayati Raj and a step toward participatory democracy. It has also been tasked with determining who will benefit from a specific program. The amendments' participatory nature can also be found in the effort to ensure the participation in decision-making processes of citizens who are typically excluded for social, economic, or gender reasons. As a result, women and members of the scheduled castes are given preference in seating at both the assembly and the functional levels. Furthermore, the establishment of an Election Commission ensures regular elections, and the establishment of a Finance Commission ensures a statutory provision of funds that is not dependent on the political leadership of the day.

District Planning Committees have also been established. The cause of the panchayats' decline in the earlier phase was attributed to infrequent elections and insufficient funds. This flaw has now been addressed. A virtual democratic revolution has occurred, with 30 lakh representatives elected at the local level every five years, of which 10 lakh are women and more than 6.5 lakh are Dalits. Women and Dalits are also serving as panchayat heads. According to Chaudhri, prior to 1994, the elected representatives closest to the voters were members of the state legislative assembly. The panchayats, with each member representing a 15 few hundred people, are now the closest to the voters. The constitutional amendments have been a significant step forward in promoting local democracy and decentralization. This can only be sustained if elections are held on a regular and timely basis. The amendment mandated elections rather than leaving them up to the whims of state governments. Until now, the record has been fairly good—even more so as state-level political parties discover panchayat elections to be a good barometer of their own rural support. Also, candidates who are running for the first time in panchayat elections see it as their first step into politics. 2.4 Balwant Rai Mehta Committee Report According to Laxmikanth, in January 1957, the Government of India appointed a committee to review the Community Development Programme (1952) and the National Extension Service (1953) and to recommend improvements. Balwantray G. Mehta was the chairman of this committee. The committee issued its report in November 1957, recommending the implementation of the scheme of "democratic decentralization," which became known as panchayati raj. Its specific recommendations are as follows: A. Establishment of a three-tier Panchayati Raj system, with Gram Panchayats at the village

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Establishment of a three-tier Panchayati Raj system, with Gram Panchayats at the village level, Panchayat Samitis at the block level, and Zila Parishads at the district level.

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and Zila Parishads at the district level. These tiers should be organically linked via an indirect election device. B. The village Panchayat should be made up of directly elected members, whereas the Panchayat Samiti and Zila Parishad should be composed of indirectly elected members. C. These bodies should be in charge of all planning and development activities. D. The executive body should be the Panchayat Samiti, while the advisory, coordinating, and supervising body should be the Zila Parishad. E. The chairman of the Zila Parishad should be the district collector. F. These democratic bodies should be given genuine power and responsibility. G. Appropriate resources should be transferred to these bodies to allow them to carry out their functions and fulfill their responsibilities. H. A system for future devolution of authority should be developed. 2.5

Conclusion

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In January 1958, the National Development Council accepted the committee's recommendations. The Council did not insist on a single rigid pattern, instead allowing states 16 to develop their own patterns appropriate to local conditions. However, the fundamental principles and broad fundamentals should be the same across the country. Rajasthan was the first to implement Panchayati Raj. On October 2, 1959, the Prime Minister launched the scheme in Nagaur district. Rajasthan was followed by Andhra Pradesh, which implemented the system in 1959 as well. Following that, the majority of states adopted the system. Though most states had established Panchayati Raj institutions by the mid-1960s, there were differences between states in terms of the number of tiers, the relative position of

the

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samiti and parishad, their tenure, composition, functions, finances, and so on. Chakrabarty and Chand opined that the Balwantrai Mehta Committee report failed to revitalize panchayats as local governance institutions. A number of factors could have led to this. First, the study's motivation was to legitimize central government-led development programs rather than to establish panchayats as a legitimate body of community participation. Second, the Balwantrai Mehta Committee's failure was also influenced by the government and administration's elitist apathy toward panchayats. 2.6

Summary A.

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The cause of the panchayats' decline in the early phase after India's independence was attributed to infrequent elections and insufficient funds.

B.

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In January 1957, the Government of India appointed a committee to review the Community Development Programme (1952) and the National Extension Service (1953) and to recommend improvements. C. Balwantray G. Mehta was the chairman of this committee.

D.

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The committee issued its report in November 1957, recommending the implementation of the scheme of "democratic decentralization," which became known as panchayati raj. 2.7

Glossary

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Balwant Rai Mehta Committee The Government of India created the Balwant Rai Mehta Committee in 1957 to study the implementation of the Community Development Plan (1952) and the National Extension Service (1953) and to

66%	MATCHING BLOCK 31/222	W

in 1957 to study the implementation of the Community Development Plan (1952) and the National Extension Service (1953)

recommend improvements.
This committee's chairman was Balwant Rai G. Mehta.
17 2.8

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Model Questions A. How does local government strengthen democracy? B. PRIs in India are facing multifarious problems. Explain them. C.

Write in detail the recommendations of the Balwant Rai Committee on the Panchayati Raj system. 2.9

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Unit-III Asoke Mehta Committee and others: Background and Recommendations

Structure 3.1 Learning Objectives 3.2 Introduction 3.3Asoke

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Mehta Committee: Recommendations 3.4 The Committee of G.V.K. Rao 3.5 L.M. Singhvi Committee 3.6Sarkaria Commission 3.7 P.K. Thungon Committee 3.8

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G.V.K. Rao 3.5 L.M. Singhvi Committee 3.6Sarkaria Commission 3.7 P.K. Thungon Committee 3.8

V.N. Gadgil Committee 3.9

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Conclusion 3.10Summary 3.11 Glossary 3.12Model Questions 3.13References 3.1 Learning Objectives By reading this unit, you will be able to

learn about the following: Ashok Mehta Committee Report on the Panchayati Raj System in India G.V.K. Rao Committee Report on the Panchayati Raj System in India L.M. Singhvi Committee Report on the Panchayati Raj System in India Sarkaria Commission Report on the Panchayati Raj System in India P.K. Thungon CommitteeReport on the Panchayati Raj System in India V.N. Gadgil Committee Report on the Panchayati Raj System in India
19 3.2 Introduction

100%	MATCHING BLOCK 41/222	SA	ayan_Democratic Decentralization and the Panch ... (D146801947)

The Janata Government appointed a committee on Panchayati Raj institutions in December 1977, chaired by Ashok Mehta. It submitted its report in August 1978, making 132 recommendations to revive and strengthen the country's declining Panchayati Raj system. 3.3

Asoke Mehta Committee: Recommendations

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Its main recommendations are as follows: A. The three-tier Panchayati Raj system should be replaced by a two-tier system consisting of a Zila Parishad at the district level and a Mandal Panchayat consisting of a group of villages covering a population of 15,000 to 20,000. B. A district should be the starting point for decentralization below the state level, under popular supervision. C. The Zila Parishad should be the executive body and be in charge of district-level planning. D. Political parties should be allowed to participate in panchayat elections at all levels. E. In order to mobilize their own financial resources, Panchayati Raj institutions should have mandatory taxation powers. F. A district-level agency and a legislative committee should conduct a regular social audit to ensure that funds designated for vulnerable social and economic groups are actually spent on them. G. The Panchayati Raj institutions should not be superseded by the state government. In the event of an urgent supersession, an election must be held within six months of the date of supersession. H. The Nyaya Panchayats must be kept separate from the development panchayats. They should be presided over by a judge who is fully competent. I. The Panchayati Raj elections should be organized and conducted by the state's Chief Electoral Officer in consultation with the Chief Election Commissioner. J. Development functions should be transferred to the Zila Parishad, and all development personnel should work under its control and supervision. 20 K. Voluntary organizations should play an important role in mobilizing public support for Panchayati Raj. L. A Panchayati Raj minister should be appointed to the state council of ministers to oversee the affairs of the Panchayati Raj institutions. M. Seats for SCs and STs should be allocated based on population. Due to the Janata government's collapse before the end of its term, no action could be taken at the central level on the recommendations of the Ashok Mehta Committee. However, the three states of Karnataka, West Bengal, and Andhra Pradesh took steps to revitalize the Panchayati Raj, taking into account some of the Ashok Mehta Committee's recommendations. 3.4 The Committee of G.V.K. Rao The Planning Commission established the Committee on Administrative Arrangements for Rural Development and Poverty Alleviation Programs in 1985, chaired by G.V.K. Rao. The Committee concluded that the development process was gradually bureaucratized and separated from Panchayati Raj.This phenomenon of bureaucratization of development administration as opposed to democratization weakened Panchayati Raj institutions, which turned panchayats into "grass without roots."As a result, the committee made these recommendations to strengthen and revitalize the Panchayati Raj system. A. The district-level body, the Zila Parishad, should be central to the democratic decentralization scheme. According to the document, "the district is the proper unit for planning and development, and the Zila Parishad should become the primary body for management of all development programs that can be handled at that level". B. Panchayati Raj institutions at the district and lower levels should be given a significant role in rural development programs, like planning, implementation, and monitoring. C. For effective decentralized district planning, some planning functions at the state level should be transferred to district level planning units. D. A District Development Commissioner position should be established. He should serve as the Zila Parishad's chief executive officer and be in charge of all district- level development departments. E. Elections to Panchayati Raj institutions should take place on a regular basis. It was discovered that elections for one or more tiers were overdue in eleven states. 21 Thus, in its scheme of decentralized field administration, the committee acknowledges a leading role

for

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the Panchayati Raj in local planning and development. The GV.K. Rao Committee Report (1986) differed

in this regard

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from the Dantwala Committee Report on Block-Level Planning (1978) and the Hanumantha Rao Committee Report on District Planning (1984). Both committees have recommended that the basic decentralized planning function be performed at the district level. 3.5 L.M. Singhvi Committee The L.M. Singhvi was appointed chairman of a committee on the "Revitalization of Panchayati Raj Institutions for Democracy and Development' by the Rajiv Gandhi government in 1986. It made the following suggestions: A. The institutions of Panchayati Raj should be constitutionally recognized, protected, and preserved. A new chapter in the Indian Constitution should be added for this purpose. As a result, their identity and integrity will be reasonably and substantially protected. It also proposed constitutional amendments to ensure Panchayati Raj elections are held on a regular, free, and fair basis. B. There should be Nyaya Panchayats for groups of villages. C. Reorganization of villages to make Gram Panchayats more viable. It also emphasized the Gram Sabha's significance, referring to it as the embodiment of direct democracy. D. Financial resources for village panchayats should be increased. E. In each state, judicial tribunals should be established to resolve disputes over the election of Panchayati Raj institutions, their dissolution, and other issues concerning their operation. 3.6 Sarkaria Commission The Sarkaria Commission (1988) was evaluating the federal structure, particularly with regard to center-state relations, and made a passing remark in its report on the nature of rural and urban local self-government. The Commission found that many local self-governing bodies were not functioning effectively owing to the fact that elections to these bodies were being phased out. The Commission also emphasized the need for uniformity of law in the states regarding the holding of periodic elections and supersessions of Panchayat Raj bodies. 3.7 P.K. Thungon Committee In 1989, under the chairmanship of Dr. P.K. Thungon, a subcommittee of the Parliamentary Consultative Committee attached to the Ministry of Personnel, Public Grievances, and

Pensions was

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formed to consider the type of political and administrative structure required in district planning. The Committee reported that the PRIs should be continuously recognized 22 and recommended that a constitutional provision be made to ensure timely and regular elections to these bodies, with terms of five years. According to the subcommittee, the Zilla Parishad should be the district's sole planning and development agency. It also recommended the formation of a planning and coordination committee at the state level under the leadership of the prime minister, with the presidents of the ZP serving as committee members. 3.8 V.N. Gadgil Committee The Indian National Congress also set up a committee

in 1989,

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led by V.N. Gadgil and called the Committee on Policy and Programs. Its task was to figure out how to make PRIs work better. The Committee proposed a three-tier system of

PRIs, the

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reservation of constituencies for SC/STs and women to ensure adequate representation for the weaker sections, a five-year tenure for PRIs, and the establishment of a state finance commission. 3.9

Conclusion All of these committee reports laid the groundwork for enhancing the panchayat raj system in India. The 73rd Constitutional Amendment, which was passed by the Indian Parliament in 1992, benefited greatly from all of these committee reports. In this amendment act, the empowerment and functional role of panchayats are given special emphasis. 3.10 Summary A.

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Ashok Mehta submitted its report in August 1978, making 132 recommendations to revive and strengthen the Panchayati Raj system.

B.

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Panchayati Raj institutions at the district and lower levels should be given a significant role in rural development programs, like planning, implementation, and monitoring. C. Both the Dantwala Committee and the Hanumantha Rao Committee have recommended that the basic decentralized planning function be performed at the district level. 3.11

Glossary Ashok Mehta Committee In December 1977, the Janata Government chose Ashoka Mehta to head a committee on Panchayati Raj institutions. In its August 1978 report, the group presented 132 suggestions to resuscitate and enhance

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the country's waning Panchayati Raj system. The Indian states of Karnataka, Andhra Pradesh, and West Bengal

approved new
laws in response to this research.
23 3.12 Model Questions A. Write in detail the recommendations of the Asoke Mehta Committeeon the Panchayati Raj system in India. B. Write in briefthe recommendations of the G.V.K. RaoCommitteeon the Panchayati Raj system in India. C. Write in briefthe recommendations of the L.M. Singhvi Committeeon the Panchayati Raj system in India. 3.13

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Unit-IV 73rd Constitutional Amendment Act: Basic Features Structure 4.1 Learning Objectives 4.2 Introduction 4.3 Basic Features

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of the 73rd Constitutional Amendment Act 4.4 Conclusion 4.5 Summary 4.6 Glossary 4.7 Model Questions 4.8References 4.1 Learning Objectives By reading this unit, you will be able to

learn: Regarding the 73 rd Constitutional Amendment Act passed by the Parliament of India in 1992 4.2 Introduction

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The 73rd Constitutional Amendment Act of 1992 is regarded as a turning point in the history of Indian local government.By granting it the much-desired constitutional status, it has effectively transformed the age-old tradition and institution of local government from a dependent to an independent status. This Act added Part-IX to the Indian Constitution. It is titled "The Panchayats" and contains provisions ranging from articles 243 to 243-0. Furthermore, the Act added the Eleventh Schedule to the Constitution. 4.3

Basic Features of the 73rd Constitutional Amendment Act
25 The

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Act has given practical form to Article 40 of the Constitution, which states that "the state shall take steps to organize village panchayats and endow them with such powers and authority as may be necessary to enable them to function as units of self-government." This article is part of the Directive Principles of

State Policy. The Act'
s provisions are divided into two categories: mandatory and voluntary. The Act's mandatory (mandatory or obligatory) provisions must be incorporated into

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state laws establishing the new Panchayati Raj system. The voluntary provisions, on the other hand, may be included at the states' discretion. Thus, the Act's voluntary provisions ensure that states have the right to consider local factors such as geographical, political, and administrative factors when implementing the new Panchayati Raj system.

In other words, the Act does not upset the Indian federal system's constitutional balance between the Centre and the states. Despite the fact that it is a central law on a state subject (local government is a subject included in the State List under the Seventh Schedule of the Constitution), the Act does not infringe on the jurisdiction of the states, which are given adequate discretionary powers with regard to panchayats.

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The following are the Act's most notable features: Fixed Structure It outlined a three-tiered structure at the village, intermediate, and district levels. It also stated that an intermediary panchayat may not be formed in a state with a population of less than twenty lakhs. This consistent pattern of PRIS was required to reduce the structural confusion that existed prior to the amendment period (Article 243B). The Continuity The Amendment states unequivocally that PRIS will be in place for a fixed period of five years from the date of its first meeting. If a panchayat is dissolved and a new election is held, the newly elected panchayat is only required to serve for the remaining portion of the five- year term. An election must be held within six months of the date of dissolution(See Article 243 E). All of this was necessary to ensure panchayat continuity and to reduce the possibility of long-term supersessions of elected panchayats on political. Functions and authority The state legislature may grant the panchayats the powers and authority required for them to function as self-governing institutions. Such a scheme may include provisions for the devolution of powers and responsibilities to Panchayats at the appropriate level in relation to the preparation of plans for economic development and social justice; and (ii) the implementation of schemes for economic development and social justice entrusted to them, including those relating to the 29 matters listed in the Eleventh Schedule. 26 Representativeness The Amendment Act mandated that seats be reserved for the SC/ST population and women at all levels of panchayats. Article 243D provides for the reservation of seats for SC and ST in each panchayat based on their proportion to the total population of that panchayat, and such seats may be allotted to different constituencies in the panchayat through rotation. At least one-third of all panchayat seats, including those reserved for SC/ST, shall be reserved for women, and such seats may be allotted to different constituencies in a panchayat by rotation. This was an enabling provision that allowed previously marginalized groups to be represented in panchayats. The article also stated that when the period specified in Article 334 expires, the reservation of seats for SC/ST will cease to have any effect. Subclause 6 stated that state legislatures can reserve seats in panchayats for backward citizens and that nothing shall prevent them from doing so. Clause (1) of Article 244 expanded political space for the marginalized. The Panchayats (Extension to Scheduled Areas) Act, 1996, was enacted by Parliament to extend the 73rd Amendment to scheduled areas (PESA). PESA is supposed to apply in eight states: Andhra Pradesh, Madhya Pradesh, Rajasthan, Gujarat, Maharashtra, Bihar, Odisha, and Himachal Pradesh. Responsibility The provision of the gram Sabha aims to increase the elected representatives' accountability at the local level. According to Article 243A, a gram sabha may exercise at the village level such powers and functions as the legislature of a state may provide by law.Article 243 defined gram sabha as a body comprised of persons registered in the electoral rolls relating to a village comprised within the area of panchayat at the village level. The Gram Sabha is the only forum where all citizens can participate, debate, criticize, reject, and approve proposals made by gram panchayats. Gram Sabhas acts as a watchdog, provide transparency to panchayat activities, and increase accountability at the grassroots level. Appointment of the State Election Commission Article 243

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our Constitution empowers state governors to appoint a State Election Commission. This body will be in charge of overseeing panchayat elections. This was necessary in order to free the panchayats from the clutches of the state bureaucracy and governmental machinery. Finances The state legislature may: (i)authorize a panchayat to levy, collect, and appropriate taxes, duties, tolls, and fees; (ii) delegate duty to a panchayat for the collection of taxes, duties, tolls, and fees which are collected by the state government; (iii) provide for grants-in-aid to 27 panchayats from the state's Consolidated Fund; and (iv) establish funds for providing money to the Panchyats. Appointment of the State Finance Commission The governors of states are also empowered to form the State Finance Commission (Article 243L) to review the financial position of panchayats and make recommendations to the governor on financial matters such as the allocation of funds and finances between states and PRIs, as well as grants-in-aid to PRIs. PRIS cannot function as viable units unless they have a strong financial foundation. Structure of the District Planning Committee Under Article 243ZD of the Constitution, district planning committees (DPcs) are to be established at the district level in every state except Meghalaya, Mizoram, J&K, Nagaland, and the National Capital of Delhi, under Article 243ZD of the Constitution, to consolidate the plans prepared by panchayats and municipalities in the district and to prepare a draft plan for the district. The state legislature will pass legislation governing the composition of DPCs and how seats will be filled. Eleventh Schedule It includes the following twenty-nine functional elements that are within the scope of panchayats: Agriculture, as well as agricultural extension, Land enhancement, land reform implementation, land consolidation, and soil conservation, Water management, minor irrigation, and watershed development, Animal husbandry, dairying, and poultry production, Fisheries, Farm forestry and social forestry, Minor Forest yields, Small-scale enterprises, such as the food processing industry, Village and cottage industries, as well as Khadi, Housing in the rural area, Drinking Water, Fodder and fuel, Roads, culverts, bridges, ferries, and waterways, as well as other modes of communication, Rural electrification, including electricity distribution, Renewable energy sources, Poverty Reduction Program, Primary and secondary education, Technical education and vocational training,Adult education and non- formal education, Libraries, Cultural pursuits, Fairs and markets, Hospitals, primary health care centers, and dispensaries, health and sanitation facilities, Family welfare, Women's and children's development, Social welfare, including disabled and mentally impaired welfare, The welfare of the lower classes, particularly the scheduled castes and tribes, Public Distribution System, maintenance of community assets. Provisions that are Compulsory and Voluntary Now, we shall separate between the obligatory (obligatory or compulsory) and voluntary (discretionary or optional) elements (features) of the 73rd Constitutional Amendment Act (1992), or the Part IX of the Constitution: 28 A. Mandatory Provisions A. Gram Sabha organization in a village or group of villages. B. Establishment of village, intermediate, and district panchayats. C. Elections to all panchayat seats at the village, intermediate, and district levels. D. Indirect elections for panchayat chairpersons at the intermediate and district levels. E. The minimum age for standing in panchayat elections should be 21 years old. F. Reservation of seats (both members and chairpersons) in panchayats at all three levels for SCS and STS. G. Reservation of one-third of panchayat seats (both members and chairpersons) for women at all three levels. H. Establishing a five-year term for panchayats at all levels, with new elections held within six months following the supersession of any panchayat. I. Establishment of a State Election Commission to oversee panchayat elections. J. Establishment of a State Finance Commission to assess the financial status of the panchayats every five years. B. Optional Provisions A. Providing representation to members of Parliament (both Houses) and the state legislature (both Houses) in the panchayats at different levels within their respective constituencies. B. Making seats (both members and chairpersons) available for backward classes in panchayats at any level. C. Delegating powers and authority to panchayats in order for them to act as self- governing entities (in brief, making them autonomous bodies). D. Devolution of authorities and duties to panchayats to formulate plans for economic growth and social justice, as well as to undertake some or all of the twenty-nine activities stated in the Eleventh Schedule of the Constitution. 29 E. Delegating financial authority to panchayats, allowing them to charge, collect, and allocate taxes, duties, tolls, and fees. Articles about the Panchayat Serial Number Article Number What it's about 01 243 Definitions 02 243A Gram Sabha 03 243B Constitution of panchayats 04 243C Composition of panchayats 05 243D Reservation of seats 06 243E Duration of panchayats, and so on 07 243F Disqualifications for membership 08 243G Powers, authority and responsibilities of panchayats 09 243H Powers to impose taxes by, and funds of, the panchayats 10 243I Constitution of finance commission to review financial position 11 243J Audit of accounts of panchayats 12 243K Elections to the panchayats 13 243L Application to union territories 14 243M Part not to apply to certain areas 15 243N

Continuance of existing laws and panchayats 16 243O Bar to interference by courts in electoral matters 4.4

Conclusion

100%	MATCHING BLOCK 59/222	SA	ayan_Democratic Decentralization and the Panch ... (D146801947)

The Act gives Panchayati Raj institutions a constitutional status. It has brought them under the jurisdiction of the Constitution's justiciable section. In other words, state governments are mandated by the Constitution to implement the new Panchayati Raj system in accordance with the Act's provisions. As a result, neither the formation of panchayats nor the holding of elections at regular intervals is any more dependent on the will of the state government. The Act

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is a watershed moment in the country's evolution of grassroots democratic institutions. It shifts from representative to participatory democracy. Building democracy at the grassroots level in this country is a revolutionary idea. 4.5

Summary A.

97%	MATCHING BLOCK 61/222	SA	ayan_Democratic Decentralization and the Panch ... (D146801947)

The 73rd Amendment Act gives Panchayati Raj institutions a constitutional status. 30 B. The 73rd amendment made it mandatory for each state to establish Local Self- Government Institutions (known as Panchayati Raj Institutions, or Panchayats in rural areas) at the village, intermediate, and district levels (except for states with fewer than 20 lakh people).

C.

95%	MATCHING BLOCK 62/222	SA	ayan_Democratic Decentralization and the Panch ... (D146801947)

The Amendment Act mandated that seats be reserved for the SC/ST population and women at all levels of panchayats. D. At least one-third of all panchayat seats, including those reserved for SC/ST, shall be reserved for women, and such seats may be allotted to different constituencies in a panchayat by rotation. E. The article also stated that when the period specified in Article 334 expires, the reservation of seats for SC/ST will cease to have any effect. F. The state legislature will pass legislation governing the composition of DPCs and how seats will be filled.

G.

82%	MATCHING BLOCK 63/222	SA	ayan_Democratic Decentralization and the Panch ... (D146801947)

The Constitutional Amendments have been a significant step forward in promoting local democracy and decentralization. 4.6 Glossary 73 rd Constitutional Amendment Act:

The Constitutional (73rd Amendment) Act, enacted by the Narasimha Rao administration in 1992, went into effect on April 24, 1993. It was intended to offer constitutional backing for the establishment of "

96%	MATCHING BLOCK 64/222	SA	Chapter-1.pdf (D34109902)

democracy at the grassroots level, as it is at the state or national level." 4.7

Model Questions A.

94%	MATCHING BLOCK 65/222	SA	ayan_Democratic Decentralization and the Panch ... (D146801947)

Discuss the basic features of the 73 rd Amendment Act. B. What were the main differences between the local governments before 73rd amendment and after that amendment? 4.8

100%	MATCHING BLOCK 66/222	SA	ayan_Democratic Decentralization and the Panch ... (D146801947)

References Bidyut Chakrabarty and Prakash Chand Kandpal, Public Administration in a Globalizing World: Theories and Practise, 2e (New Delhi: Sage, 2020). Bidyut Chakrabarty and Prakash Chand, Public Administration: From Government to Governance (Hyderabad: The Orient Blackswan, 2017). B.S.

Baviskar and

100%	MATCHING BLOCK 67/222	SA	ayan_Democratic Decentralization and the Panch ... (D146801947)

George Mathew (eds.) Inclusion and Exclusion in Local Governance: Field Studies from Rural India (New Delhi: SAGE Publications, 2009). 31 Nirja Gopal Jayal, Amit Prakash and Pradeep K. Sharma (eds.) Local Governance in India: Decentralization and Beyond (New Delhi: Oxford University Press, 2007). Kuldeep Mathur, Panchayati Raj (New Delhi: Oxford University Press, 2013). Moitree Bhattacharya (Mukhopadhyay), "Democratic Decentralization and Panchayati Raj,"

in Contemporary

100%	MATCHING BLOCK 68/222	SA	ayan_Democratic Decentralization and the Panch ... (D146801947)

India, Economy, Society, Politics, ed. Neera Chandhoke and Praveen Priyadarshi (New Delhi: Pearson Education India, 2009). M. Laxmikanth, Public Administration (New Delhi: Tata McGraw Hill Education, 2011).

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Unit-V The Impact of the 73rd Constitutional Amendment Act on India's Panchayat Raj Institutions

Structure 5.1 Learning Objectives 5.2 Introduction 5.3 The 73rd Constitutional Amendment Act and Its Effects on India's Local Government Institutions (

87%	MATCHING BLOCK 70/222	SA	ayan_Democratic Decentralization and the Panch ... (D146801947)

Panchayat Raj) 5.4 Conclusion 5.5 Summary 5.6 Glossary 5.7 Model Questions 5.8References 5.1 Learning Objectives Following completion of this unit, you should be able to:

The Influence of the 73rd Constitutional Amendment Act on Panchayat Raj Institutions in India 5.2 Introduction

100%	MATCHING BLOCK 71/222	SA	ayan_Democratic Decentralization and the Panch ... (D146801947)

According to Bhattacharya, panchayats in the post-73rd Amendment era have a uniform structure. They were able to institutionalize and strengthen panchayats. However, while structural impediments removed, procedural flaws remain. Elections are held on a regular basis. With a few exceptions, most states passed their Conformity Acts within one year of being directed and began preparing for elections. Today, over 21 lakh representatives are elected to three tiers of panchayats. More than 40% of these are women, 16% are SCs, and 32 11% are STs, making India the largest democratic country with the broadest democratic base possible. 5.3

The 73rd Constitutional Amendment Act and Its Effects on India's Local Government Institutions (Panchayat Raj)

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Women, SCs, and STs have gained access to Panchayati Raj institutions as a result of the reservation. Without this, panchayats would remain in the hands of rural elites, as they had previously. Despite this, some provisions are causing practical difficulties and should be reconsidered. With reservation many people who come to power are first-timers with little experience. Many of the chairpersons are inexperienced, and bureaucracy usurps their power and functions and exerts indirect control over them. The concept of rotation prescribed by the Act in relation to reserved seats has created some complications. It is stated that seats shall be allotted by rotation to different constituencies in a panchayat at the end of every five years. If this policy is followed, no such candidate will have the opportunity to be re-elected to that seat a second time, as it is highly unlikely that these people will be allowed to contest from the same seat once the reservation is removed. If we assume that the majority of the reserved candidates are first-timers with little experience, many of these first-timers will also be last- timers, and by the time they gain experience, it will be time for them to leave office. It could be argued, however, that even if he or she is not re-elected, the exposure and experience which he or she get when in office, will not only empower but also raise their awareness levels. A woman or a person of a lower caste who is elected for at least one term is no longer the same ignorant person as before. He or she is likely to be more aware, confident, and involved in all collective matters. One of the goals of the 73rd Amendment was to find a way to incorporate common people into the political process and give them an opportunity to say in policymaking through the establishment of gram sabhas as key institutions. Several suggestions for revitalizing the gram sabhas were made. The Government of India declared 1999–2000 the Year of Gram Sabha in order to popularize the concept among the people. However, it has been discovered in many cases that gram sabhas, which were supposed to be the pivot of panchayati raj in the new dispensation, have not received adequate attention. First, gram sabhas are typically comprised of one large village or two to three villages combined, making the gathering exceptionally large. Participation in such large gatherings is meaningless. Villagers are often hesitant to express their needs and priorities in front of such a large crowd. As a result, only those in positions of authority speak, while the rest are merely observers.According to recommendations, the size of gram sabhas should be reduced. West Bengal, for example, established smaller units known as gram Sansads or ward sabhas to serve this purpose. If their size is reduced, not only will the gram sabhas become a more cohesive body, but it will also be easier for the villagers to attend such meetings. They now have to travel long distances to attend the meeting, which act as a deterrent to participate on those meeting. Ward sabhas should therefore be formed everywhere. Second, gram sabhas do not meet very frequently.The Constitution stipulates that it should meet at least twice a year. Unfortunately, the minimum is misconstrued as the maximum, and the majority of sabhas are only met twice. If they do not meet more frequently, it will be impossible for them to contribute meaningfully to the village's affairs. 33 The devolution of funds and functionaries is one of the prerequisites for successful decentralization. Decentralized units must have autonomy in carrying out their functions. They will continue to rely on the state and bureaucracy unless they have adequate funds and functionaries.PRIs are constitutionally mandated, but they do not have the necessary fuel because there is neither adequate financing from above nor adequate mobilization from below.The economic backwardness of the masses made local fund mobilization extremely challenging. Many Indian states have devolved as many as twenty-nine subjects to the PRIS; some have devolved fewer subjects, but most PRIS lack adequate funds and functionaries for functional devolution. There should be a clear understanding that local governments are self- governing institutions, not just delivery agencies. Another issue is that there is a lack of coordination and harmonious understanding among the three tiers of PRIS with regard to which functions will be carried out by which strata of PRI. Regarding the devolution of functionaries, it is frequently asserted that PRIS lacks sufficient functionaries. Gram panchayats with only one secretary and one job assistant are especially affected by the problem. The 73rd Amendment envisioned not only the administration of development projects by PRIS but also the initiation of planning at the local level. The 73rd Amendment mandated that the states establish their District Planning Committees (DPCs) and move toward decentralized planning. The DPCs were tasked with developing district-wide composite plans. Unfortunately, many states are still hesitant to set up DPC in their own states, stifling the idea of planning from the bottom up. Some states haven't set up their own DPCS yet. These include Andhra Pradesh, Gujarat, Haryana, Punjab, Tripura, Uttar Pradesh, Uttaranchal, Maharashtra, and Jharkhand. It is necessary to develop political will in order to properly implement these measures. The states have yet to take grassroots planning seriously. The Kerala People's Plan model, which was started in 1996 with the goal of giving local bodies and local people more power, was well-received and could be used in

other states with minor changes, if needed. Another source of concern is the rise of parallel bodies in many states, which are infringing on PRIS's constitutionally mandated authority. It produces a division between functions and responsibilities. Some see it as an opportunity to ensure village development through the participation of alternative bodies, while others believe that the duality it creates leads to distracted efforts and wasteful expenditure. Some are concerned that these bodies are usurping the role of democratically elected and constitutionally established PRIs. The parallel bodies that were running in different states alongside the PRIs included the Gram Vikas Samitis in Haryana, the Janmabhoomi scheme in Andhra Pradesh, and the users' groups in Uttar Pradesh. The District Rural Development Agency is the most common parallel body (DRDAs). They were founded in the early 1980s and receive funding directly from central government programs. After 1993, when elected panchayats were established, the DRDAs continued to exist as parallel bodies, receiving funds from the central government. Creating such parallel bodies violates both the letter and spirit of the 73rd Amendment. It undermines panchayats, which are legally empowered to perform a variety of functions. Capacity building, as it is commonly known today, must be applied to panchayat members and villagers. It entails complete awareness of the entire panchayati raj system, proper training in panchayat activities, education of rural development schemes, fiscal prudence, 34 behavioural changes, and so on. They would be unable to make the best use of the Constitutional Amendment without all of this. Training and capacity-building initiatives are currently insufficient. Neo-literates, women, and underprivileged groups should be prioritized.Neo-literates, women, and underprivileged groups should be prioritized. Databases should be created and updated on a regular basis to pool all national, state, and district-level resources. States have already implemented e-government for panchayats. If properly implemented, it will have a positive impact on panchayats' delivery of services. It may also facilitate information sharing, which is currently very limited. For public accountability, official records should be made more accessible. When voters and elected representatives at the local level are so poorly informed, democratic decentralization cannot have a significant impact. 5.4 Conclusion Decentralization has its own possibilities. Instead of opposing PRIS in India, we must eliminate the obstacles in its way and ensure its success by removing the obstructions. India’s Panchayati Raj has come a long way despite its flaws. It is nevertheless plagued by insufficient funds, a lack of citizen participation in planning, the ongoing weakness of gram sabhas, and administrative intervention. Despite these challenges, it is obvious that PRIs have contributed to an extraordinary expansion of the democratic basis of our nation. Thousands of men and women have occupied positions of authority that were formerly unimaginable. It emancipated women, Dalits, tribals, and others who had previously been completely marginalized. Today, they have the power to alter the focus of development. This lets them take care of their own needs and priorities and brings about development of their own communities. This is a significant accomplishment and a source of optimism for the panchayat system. Additionally, the PRIS has fostered the concept of participatory decision-making and devotion to community interests. This culture of collective approach should penetrate the consciousness of the people. Only then would they take an interest in panchayat operations and strive for their success. 5.5 Summary A.

100% **MATCHING BLOCK 73/222** **SA** ayan_Democratic Decentralization and the Panch ... (D146801947)

After 1993, when elected panchayats were established, the DRDAs continued to exist as parallel bodies, receiving funds from the central government.

B. Training and capacity-building initiatives are currently insufficient. C.

100% **MATCHING BLOCK 74/222** **SA** ayan_Democratic Decentralization and the Panch ... (D146801947)

Instead of opposing PRIS in India, we must eliminate the obstacles in its way and ensure its success by removing the obstructions.

D.

100% **MATCHING BLOCK 75/222** SA ayan_Democratic Decentralization and the Panch ... (D146801947)

India's Panchayati Raj has come a long way despite its flaws.

90% **MATCHING BLOCK 76/222** SA ayan_Democratic Decentralization and the Panch ... (D146801947)

This is a significant accomplishment and a source of optimism for the panchayat system. 35 5.6 Glossary The

Impact of the 73rd Constitutional Amendment Act The major purpose of the 73rd Constitutional Amendment Act of 1992 was to give panchayats constitutional standing. It attempted to decentralize authority and resources democratically between the central government and local entities such as PRIs. This will increase citizen participation in government. 5.7 Model Questions A.

100% **MATCHING BLOCK 77/222** SA ayan_Democratic Decentralization and the Panch ... (D146801947)

What are the problems that first-generation panchayats faced in India? Do you think the post-73 rd Amendment period was an improvement over it?

B.

100% **MATCHING BLOCK 78/222** SA ayan_Democratic Decentralization and the Panch ... (D146801947)

What is democratic decentralization? Examine democratic decentralization in the context of the 73rd Constitutional Amendment Act for Panchayats. 5.8 References Bidyut Chakrabarty and Prakash Chand Kandpal, Public Administration in a Globalizing World: Theories and Practise, 2e (New Delhi: Sage, 2020). Bidyut Chakrabarty and Prakash Chand, Public Administration: From Government to Governance (Hyderabad: The Orient Blackswan, 2017). B.S.Baviskarand George Mathew (eds.) Inclusion and Exclusion in Local Governance: Field Studies from Rural India (New Delhi: SAGE Publications, 2009). Nirja Gopal Jayal, Amit Prakash and Pradeep K. Sharma (eds.) Local Governance in India: Decentralization and Beyond (New Delhi: Oxford University Press, 2007). Kuldeep Mathur, Panchayati Raj (New Delhi: Oxford University Press, 2013). Moitree Bhattacharya (Mukhopadhyay), "Democratic Decentralization and Panchayati Raj,"inContemporary India, Economy, Society, Politics, ed.Neera Chandhoke and Praveen Priyadarshi (New Delhi: Pearson Education India, 2009). M. Laxmikanth, Public Administration (New Delhi: Tata McGraw Hill Education, 2011). 36

BLOCK 2 ORGANIZATION AND STRUCTURE UNIT 1 STRUCTURE AND COMPOSITION OF PANCHAYATI RAJ INSTITUTIONS STRUCTURE 1.1. Learning Objectives 1.2. Introduction 1.3. Structure of Panchayati raj 1.4. Composition of Panchayati

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raj 1.5. Conclusion 1.6. Summary 1.7. Key words 1.8. Model questions 1.9. References 1.1. LEARNING OBJECTIVES After studying this unit, one should be able to- • The background of rural local government in India

both in pre-and post-independent India. • The composition of local government in modern India in various states. • The structure and composition of the Panchayati institutions and their effectiveness in developing rural India. • The problems and reforms needed to make rural local institutions more development oriented. 1.2. INTRODUCTION In India, Panchayati Raj Institutions are the prime functionaries that are tasked with the responsibility of localised development. The very same institutions through which the self-government of villages is realized create the linkages between the state government and the local authority.

They are tasked with economic development, strengthening social justice and implementation of Central and State Government Schemes including those 29 subjects listed in the Eleventh Schedule
enshrined in the constitution of India. India for a long time has been ruled by non-modern undemocratic forces in its history. Medieval India was never completely unified politically. Though northern India was ruled by sultanate kings and later by Mughals, the provinces had independent princes as rulers of kingdoms such as the Rajput rulers,
37 Marathas etc. The rural areas though were maintained under conservative social forces in the form of panchayats, these institutions were more socio-cultural than political in nature. A communitarian system of grab sabhas and panchayats under old patriarchs of rural order became an important feature of the Indian system. The Colonials used these institutions when stronger forces were removed such as the Kings and sultans. Local institutions thus became important machinery for colonial expansion. Post-1947 independent India transformed into a modern democratic republic. It was in 1959 that the Panchayati Raj system slowly started to become a potent structure of political transformation in India. The social churning that this process started led to new enthusiasm amongst the newly independent folk but also brought problems for the conservative traditional elite in the rural areas who foresaw their loss of power based on traditions to newly emerging democratic strata. Most states were faced with the same tribulation. The introduction of the Panchayati Raj in the sixties was also a major step in encouraging people's participation in rural development but accompanying social problems there arose economic problems as well. The 1970s was a rather tough year due to the Indo-Pak war of 1971, a subsequent drought, emergency imposition and change in government those structures began to face pressure on the economic side. There were fund cuts to the funding for Community Development Projects. Funding dried up and panchayats stagnated in performing their roles for localised development. In 1979- 80 a new institution of the District Rural Development Agency was established at the district level. It was more of a cooperative venture between the state and the centres expected to function as a development institution jointly registered by the Union and State Governments in each district and society, but even they were unable due to the continuous tension between state governments and the union government regarding funding and supervision. The states faced the same problems and except for the states of West Bengal and Kerala, most sent the proposal of democratic local governance to bureaucratic hibernation. After decades of debate, it was the Constitutional (73rd Amendment) Act, of 1992 that brought a holistic rejuvenation of the local self-government in both rural and urban areas creating a comprehensive system of decentralised governance structure for empowering the masses. 1.3. STRUCTURE OF PANCHAYATI RAJ To begin with, the existing status of the local bodies in the rural areas reference must be mentioned in Part 9 of the constitution. It is in the Part IX of the Indian Constitution where the section relating to the Panchayats is explicitly mentioned. It stipulates that in states or Union Territories with more than two million inhabitants there are

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three levels of Panchayati raj- • the Gram Panchayats at the village level. • the Mandal Parishad or Block Samiti or Panchayat Samiti at the block level. • the Zila Parishad at the district level. 38

Historically, the
first steps to reorganize the Panchayati system of the
colonial era started in 1957 with the Mehta Committee recommendations. The Planning Commission of India in 1957 under the aegis of the then Prime Minister Jawaharlal Nehru began the process of modernising the rural local institutions according to the needs of the democratic country. The committee was headed by Balwant Rai G Mehta and thus got named as Mehta committee. The Mehta Committee aimed to achieve the following goals: 1.
Give report on the possible linkages between village panchayats and higher-level popular institutions for
the proper implementation of schemes under community projects and local development schemes. 2. To determine the advancement in the stages of reorganisation of district administration, which in turn
would help the democratic bodies to take over the entire general administration and

initiate development inducement techniques for the benefit of the districts and lower units. The subsequent report which was presented after a thorough survey done by the Mehta committee became the basis for the early structural blueprint for the Panchayati system in India. the earliest structure suggested focussed on the village as the primary unit of local governance and the aim as per the report was to strengthen the local economic structure based on agriculture and community development projects. Development was to become a focused issue from the perspective of the people rather than the administration. This was to be achieved by empowering the communitarian initiatives under the leadership of the village panchayat. The policy formulation was suggested to be initiated by the state governments under the ministry of rural governance or Panchayati raj, but the implementation and realisation of these policies were to be made in close coordination with state executive, district administration as well as local body representatives. To preserve the relative autonomy of the village communities the Mehta Committee Report suggested that the relationship between the state and Panchayati raj bodies must be cooperative in nature and rather than thinking of themselves as 2 distinct systems they must act as developmental agencies for the benefit of the population. Economic autonomy was to become a crucial part of this relationship where the state government would fund the local bodies and help them initiate development programs based on the demands of the people. States were to act as guidance providers rather than master controllers. The district administration was to be the bridge between the village and the state government. As the model suggested by the Mehta Committee was only implemented in Rajasthan and its limited efficacy there was a matter of concern, so the central government set up another committee under the supervision of Ashok Mehta. The Ashok Mehta Committee provided a review of the existing Panchayati raj system and thus submitted its report in 1978. This Committee was of the opinion that
39 Panchayati raj had been successful in raising the level of political awareness among the rural population about the decision-making processes of the local institutions. The fallacies instead were on the economic front where state and local contentions over funding led to the stagnation of programs and the eventual faltering of local bodies to provide development. Changing the recommendation of

88% **MATCHING BLOCK 80/222** **W**

the Balwant Rai Mehta Committee, the Asoka Mehta Committee instead suggested a two-tier structure of Panchayati raj. The two tiers were to be- 1. Zila Parishad at

the

100% **MATCHING BLOCK 81/222** **W**

district level. 2. Mandal panchayat, an administrative unit between village panchayat and panchayat Samiti. In the two-tier system, the

focus shifted from the lowest level of panchayat Samiti to the district-level functionary reversing the approach mentioned in

95% **MATCHING BLOCK 82/222** **W**

the earlier committee report. The recommendations of the Ashok Mehta Committee

were submitted but their implementation couldn't be complete as the Janata government that had instituted it was removed from power in the year 1980. As mentioned earlier most states couldn't maintain the Panchayati system based on democratic elections for long and

88% **MATCHING BLOCK 83/222** W

states like Bihar, Uttar Pradesh and Tamil Nadu halted elections. At the same time, many new agencies were set up by the Central Government like -District Rural Development Agency, to take up development programmes in collaboration with the State Governments,

inducing more centralisation into the system and making the Panchayati system inept. Developmental programs stopped in the villages as the DRDAs started coordinating policies from the district level which stopped funding in lower institutions. 1.4. COMPOSITION OF PANCHAYATI RAJ It was with the 73 rd amendment that a proper system of local rural government was formalised in the country. The Panchayati Raj system was in accordance with the 73rd Amendment, which made provisions for

96% **MATCHING BLOCK 84/222** W

a three-tier structure based on direct elections at all three tiers: • Village • Intermediate (

Varying terms according to states) • District. Certain exemptions were made for the intermediate tier to the small States which has a population of fewer than 20 lakhs. Due to the limitation of people to be governed the exemption is rendered to these states for better management of resources without adding an extra tier. All members of a panchayat are directly elected from the populace of the village based on universal adult suffrage. However, if a state legislature decides based on recommendations,

100% **MATCHING BLOCK 85/222** W

members of the State Legislature and Parliament may also be represented in

the district and middle-level panchayats, but panchayat at the lowest tier remains available only to the local population. 40

100% **MATCHING BLOCK 86/222** W

The middle-level panchayats are generally known as Panchayat Samitis

in most states.

90% **MATCHING BLOCK 87/222** W

Provisions have been made for the inclusion of the chairpersons of the village panchayats in the block and district-level panchayats. The reservation policy of

the Indian state is wholeheartedly implemented in the local rural government system as well. Thus, there exists a provision regarding the reservation of seats for Scheduled Castes/Scheduled Tribes at all levels of the local government. The advent of socio-political reforms also led to the empowerment of rural women as well, with the provision for reservation of

95% **MATCHING BLOCK 88/222** W

one-third of total seats being reserved for women, and one-third for women out of the Quota fixed for Scheduled Castes/Tribes. Reservation is also provided for offices of Chairpersons.

To avoid stagnation and politics of the vote bank the election provision of rotation is applied to local government structures.

81%	MATCHING BLOCK 89/222	W

The reserved seats are at times allotted by rotation to different constituencies in a panchayat area

to keep the dynamism of the system intact.

100%	MATCHING BLOCK 90/222	W

State Legislatures can provide for further reservation for other backward classes (OBC) in panchayats

if there is a considerable population present of the aforementioned section. The 73 rd amendment restrengthened the core of local governance in India. Years of political, and economic stagnation were eroded due to the 73 rd amendment and its implementation. Certain important provisions under the 73 rd amendment is mentioned below- (i) Term

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The Amendment provides for the continuous existence of panchayats. The normal term of a panchayat is five years. If a panchayat is dissolved earlier, elections are held within six months.

The
state election commission is the authority that looks after the coordination of elections in local rural bodies starting from announcing elections, preparing

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electoral rolls, and declaration of results. (ii) Powers and responsibilities of panchayats State Legislatures

are expected to provide necessary bureaucratic and economic help to the local bodies for the proper implementation of government policies for the empowerment and development of the people in rural areas. Proper planning and policy formulation is to of utmost importance to bring in local economic development and social justice. Various schemes are implemented to direct resources to areas that are of importance to the people of the area. These areas include

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agriculture, primary and secondary education, health and sanitation, drinking water, rural housing, the welfare of weaker sections, social forestry and

other issues of concern.

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Three-tier Structure of Panchayati Raj i) Panchayats at Village Level: This is the basic or grassroots level of Panchayati raj. The panchayat for a village or a group of villages includes

the following-
41 (a) Gram Sabha- it is an institution of direct democracy and

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is an important feature of the 73rd amendment. Gram Sabha consists of all adult residents within a village or group of villages. Due to this fact it is the only institution of direct democracy in the country

whereas all others are presentative democratic structures.

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Generally, two meetings of Gram Sabha are held every year. In these meetings, the Gram Sabha as the general body of the people hears annual statements of accounts, audits or administrative reports of panchayats

and discusses the future course of action and changes to be brought in.

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It also recommends new development projects to be undertaken by panchayats for the development of the

people.

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It also helps in identifying poor people in the village so that they may be given economic assistance

under both central, state government schemes and local schemes such as MGNREGA and others. (

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b) Gram Panchayat- The lower tier of the Panchayati raj system in the country is the village-level panchayat. It is known in most States as Gram Panchayat. The members of a Gram Panchayat are directly elected by the people

by means of universal adult suffrage.

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The number of members of a Gram Panchayat is fixed on the basis of

the village population a representation of the average population. Hence, it differs from panchayat to panchayat all over the country. Elections are

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held on the basis of a single-member constituency. There is a reservation for one-third of the total number of seats for women, and some for Scheduled Castes and Tribes including one-third for women of Scheduled Castes and Tribes. Chairpersons of Gram Panchayats are called by different names in different States as 'Sarpanch, Pradhan or President. There is a Vice-Chairperson also

who helps the Pradhan/sarpanch in executing the responsibilities of the panchayat.

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Both are elected by members of the panchayat. Gram Panchayats generally hold their meetings once a month

to discuss the affairs of the gram and coordinate solutions to problems faced by the people.

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Panchayats at all levels constitute committees for transactions of their business

depending on needs of the specific areas. (c) Nyaya Panchayat- These are judicial panchayats and a reminder of ancient village panchayats. These are bodies that act as justice-endowing mechanisms in the villages

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that settled local disputes. They are set up to provide speedy and inexpensive justice

to the rural population as modern mechanisms are still underdeveloped in the country. The

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jurisdiction of Nyaya Panchayat varies from State to State – one such panchayat is set up for five or more-gram panchayats

and looks into disputes related to the people of the

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panchayats. Their tenure is between 3 and 5 years, as determined by State law. Nyaya Panchayats generally deal with petty civil and criminal cases and

have the authority to impose fines up to Rs. 100 only which are related to minor settlements and crimes.

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There are no lawyers to plead the cases in Nyaya Panchayat

and the aggrieved
parties to the disputes argue their own cases. (ii)

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Panchayat Samiti: The second or middle tier of the Panchayati raj is Panchayat Samiti which acts as a bridge between Gram Panchayat and a Zila Parishad. The strength of a Panchayat Samiti also 42 depends on the population in a samiti area

with larger populations resulting in large numbered samities and vice-versa.

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In Panchayat Samiti, some members are directly elected. Sarpanchs/pradhans of gram panchayats are ex-officio members of Panchayat Samitis. However, not all the sarpanches of Gram Panchayats are members of Panchayat Samitis at the same time. The number varies from State to State and is

by the policy of rotation kept open to changes. In action, it results in a situation where

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only chairpersons of some Gram Panchayats in a Samiti area are members of Panchayat Samiti at a time. In some panchayats, members of Legislative Assemblies and Legislative Councils as well as members of Parliament who belong to the Samiti area are co-opted as its members

for coordination purposes and only with a due recommendation from the state legislature.

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Chairpersons of Panchayat Samitis are, generally elected from among the directly elected members

and lead the working of the Samiti for the term they have been elected to serve. (iii)
Zila Parishad: At the district level, the

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Zila Parishad is the uppermost tier of the Panchayati raj system. This institution has some directly elected members whose number differs from State to State as it is also based on population. Chairpersons of Panchayat Samitis are ex-officio members of Zila Parishads. Members of Parliament, Legislative Assemblies and Councils belonging to the districts are often nominated members of Zila Parishads

to coordinate the functions of the lower levels with the state government.

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The chairperson of a Zila Parishad, called Adhyaksha or President, is elected from among the directly elected members

becoming the prime executive at the level. The vice-chairperson is also elected similarly and helps the president in the daily functioning of the Parishad. The Zila Parishad meetings are usually conducted once a month to discuss the proceedings of the body.

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Special meetings can also be convened to discuss special matters

and create problems solving mechanisms to address the issues of the time. Subject committees are also formed to look into specific areas to address issues related to only those areas. For example- committees for women's empowerment, committees for creating Self Help groups etc. 1.5. CONCLUSION In a country where a major section of the population still remains in the rural areas providing grassroot development is key to upliftment of the people. Due to problems such as populations, corruption, lagging infrastructure and others providing the aforementioned development has been an uphill task for institutions at all levels. There are more reasons behind this lagging or so-called failure. Factors such as the

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politicisation of administration, entry of criminal elements in the elected bodies, rampant corruption, caste and group division, priority to self-interest over public welfare and electoral malpractices

remain problems in most states irrespective of which political party is in power at what time.

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The 73rd amendment seeks to radically alter the power relations in the villages by reserving seats for scheduled castes, tribes, backward classes and women.

Empowerment therefore becomes a major goal to which leads to other related goals.

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However, in the absence of proper education, training 43 and economic independence,

the groups that aim for this empowerment are unable to assert themselves politically and remain underdeveloped sections. Illiteracy poverty and unemployment are the major handicaps as well that hinders the populace from moving forward.

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Urgent steps need to be taken to effectively deal with these problems in order to facilitate participatory development

at all levels, especially at local rural government. Economic funding, proper elections, political consciousness and democracy through free and fair elections make the core of the requirements that are of urgent need. Local rural government is the backbone of Indian development because without its proper strengthening the Indian population will not get the development it so rightly deserves. All governments and all institutions at various levels of political and bureaucratic levels must work towards furthering this goal. 1.6. SUMMARY • Rural local governments are of utmost importance in a country such as India where villages create a huge chunk of not only land but also population as well as economy. • Throughout the 1970s and 80's there have been many attempts to provide a stable structure to the local institutions under 2 committees. • It was with the 73 rd amendment that a proper 3-level structure was provided to the institutions of local government in villages based on panchayats, panchayats samitis. Gram sabhas, Nyaya panchayats and Zila Parishad. • The 3-tier system provided many opportunities for the people to develop within the ambit of their areas. The major beneficiaries were women, scheduled castes, tribes and OBCs who found new institutions for their grievance redressal within the democratic order. • Problems still remain in the system such as politicisation, underfunding, corruption, money and muscle power. • Local rural government requires major improvement on all grounds so that it can truly provide the development it was created to address. Close coordination between the state governments, local governments bureaucracy and other functionaries becomes crucial in this venture. 1.7. KEYWORDS • Amendment- a minor change or addition designed to improve or add an existing law within the constitution. • Ex officio- denoting a member of a body who holds the role as a result of their status or another position. • Universal adult suffrage- right to vote provided to any and every person who is an adult and over the age of 18 without any bias

44 • Empowerment- the act of making an existing system, person, or law stronger and reinforced. • Fallacies- a mistaken belief based on unsound and irrational arguments. 1.8. MODEL QUESTIONS Short questions • What were the aims of the Mehta committee regarding local rural government? • What are the levels to be instituted in the Panchayati system according to Part IX of the Indian constitution? • Which committee recommended changes in the Balwant Rai Mehta committee report and what were the changes centred around? • What were some of the reasons why the first attempts at establishing a stable Panchayati system failed? Medium questions • Write briefly about the 73 rd Amendment provisions for rural local government? • What was the 1979-80's District Rural Development Agency about? • What were some of the reasons why the first attempts at establishing a stable Panchayati system failed? Long questions • Describe in detail the composition of rural local government at the 3 levels instituted under the 73 rd amendment? • Write the functions of the Gram Panchayat and gram samitis in detail? • How are Panchayat Samitis different from village panchayats. Explain? 1.9. REFERENCES Bajpai, Ashok and M.S. Verma, (1995), "Panchayati Raj In India: A New Thrust", Sahitya Prakashan, New Delhi, India. Basu, D.D. (1997). "Introduction to the Constitution of India." Prentice-Hall of India Pvt Ltd, New Delhi.

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45 UNIT 2 DEVELOPMENT OF LOCAL SELF-GOVERNMENT IN WEST BENGAL UP TO 1973 STRUCTURE 2.1. Learning Objectives 2.2. Introduction 2.3. Local self-government in West Bengal pre-1973 2.4. Local self-government in West Bengal post-1973 2.5. Conclusion 2.6. Summary 2.7. Keywords 2.8. Model questions 2.9. References 2.1. LEARNING OBJECTIVES • To understand the background and realities of rural west Bengal and its people • To assess how different governments prioritised organising local self-government structures in the state of West Bengal. • To look into the system of Panchayati raj in West Bengal before 1978. • To observe and explain why changes were required in the state regarding local self- government. • To understand how the West Bengal Panchayat Act of 1978 changed the scenario of local institutions in the state. 2.2. INTRODUCTION India has been an agrarian country for a long time due to its history, geography and politics, the dependence on which has shrunk but hasn't been eliminated. The system of western development reached India too late and also in the form of colonial oppression which seek to profit more than improve the condition of the colonial subjects in the country. Since the rebellion of 1857, the colonial rulers devised many ways to satiate and quell forms of discontent amongst the local population. Governance and especially local governance became a big factor in this venture. A formal local governance system, though very weak, was introduced in the country during the British period.

46 Though much of it was oriented towards participation from the local population, the control remained in the hands of the British at higher echelons. After independence in 1947, the new government aimed to put the country on track to socio-economic development and to achieve this the goal was set to empower the lowest sections of the population living in the villages. To achieve this there was a need for a system of local governance in the rural areas to create a system of governance that could reach the last man even if it was a peripheral village in the farthest corners of the country. The ideal for this was formulated

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one of the Directive Principles of the Constitution; Article 40 of which says that "The State shall take steps to organise village panchayats and endow them with such powers and authority as may be necessary to enable them to function as units of self-government." However, the

fragmented federalist nature of the Indian state became the first of the many problems to crop up in implementing the proposal through programmes. As Panchayat was a state subject, State governments took varied steps in formulating local governments in the states. This, in turn, resulted in different models as well as different levels of development regarding the panchayat system creating widespread disparities. 2 committees were formed to sort out the problems regarding the Panchayati system but due to various problems, neither of the two could be implemented. It is in this context that West Bengal became a lynchpin for other states as well as the centre. The West Bengal Panchayat Act of 1957 was passed for establishing Panchayats in the state. The Act recommended the constitution of four-tier bodies by splitting the earlier Union Board into Gram Panchayat and Anchal Parishad. Though more decentralised this system never took full shape due to political unwillingness and political obstruction and much like the country, the state didn't move forward in regards to providing grassroots democracy to the people. It was only in 1978 when the newly elected Left Front government took power (1977) that a proper 3-tier Panchayati system was implemented in the state based on democratic norms and ethos. The Constitution was amended in the year 1993 to provide a permanent structure for local self- governance in the states permanently. The 73 rd and 74 th amendments made the Panchayats to be the third stratum of government along with Municipalities in the urban areas of the country. The Panchayat system of West Bengal, which was put in place in its current form in the year 1978, was the role model for the Panchayati Raj system introduced in the country through the amendment of the Constitution. The existing system of Panchayat in the state has evolved over the years through several amendments of the relevant Acts to cater to the needs of the people in the rural areas and lead them on the path of progress. 2.3. LOCAL SELF-GOVERNMENT IN WEST BENGAL PRE-1973 The present state of West Bengal is only one part of the erstwhile Bengal province under the British taken from the nawabs of Bengal. The other part of the province is present-day Bangladesh. Situated
47 at the end of the Gangetic plain, the state of West Bengal has been an agriculturally dominant area. Agriculturally dependent population resided in the villages which made the region densely populated and an important source of revenue for local leaders. After the Diwani of Bengal was given to the British, it was they who went on to change the socio-politico-economic face of the region. Administration became the centrepiece of their rule. The intention was not really to give freedom to the local government to provide a developmental mechanism to the people but o ensure that in no way imperial interests are harmed and there is a steady flow of resources for the imperial coffers. The Bengal Chaukidary Act in the year 1870 became the first law to coordinate the villages under imperial rule. Basically, the village was put under watchmen or chowkidars under which the Chaukidary Panchayat was introduced for village policing. The District Magistrate (DM) could nominate a villager to be the Panchayat which was usually a person subservient to the colonial masters. The responsibility of the one-man panchayat was to collect tax from the ChaukidaryChakran land to pay the Chaukidars and could engage Chaukidars for village-level policing. In the same year Lord Mayo, the then Governor General of India, passed a resolution for introducing local governance in India. Under the resolution, there was to be a District Board at the district level to coordinate the activities and bring in more people to help in village administration. There was also the introduction of a Local Board at the subdivisional level and a Union Committee at the level of a cluster of villages referred to as Talukas. This resolution is considered the first formalisation of local self-governance in Bengal. In the year 1882 Lord Ripon, legally institutionalized the structure with the Local Self Government Act of 1885. Post 1 st World War, Britain faced immense pressure in its colonies, the most from India. the Bengal partition and its fallout a decade ago left a bitter taste for people who believed that Bengal would be the core of British India. The new administration thus started with reforming the rural areas first. The Bengal Village Self Government Act 1919 was passed in the provincial council to develop a system of self-government at the village level. The following changes were brought under the aforementioned Act. a. District Board remained the same but the Local Board was abolished and the Union Committee and Chaukidari Panchayat were clubbed together to form the Union Board. b. The district was to be divided by notification into local areas to be a Union under the Act and the State is to establish a Union Board for every union. c. The number of members on the Board was between 6 and 9 but the electorate was only a certain category of the citizen based on their land ownership and educational qualification. d. The Union Board had several duties and powers, some of which are quite similar to those of the Gram Panchayats at present. The Union Board could impose a union rate on buildings as per the assessment to be prescribed and had a Union Fund.

48 e. There was the provision of establishing a Union Bench to try certain petty criminal offences and a Union Court for trying certain petty civil suits in every Union. f. The Commissioner of the Division had the power to dissolve the Union Board after considering the views of the District Magistrates and District Board if the Union Board was not competent to perform. g. The District Magistrate or the District Board may issue an order in writing to suspend or execute the order or dissolve the union board. Though meant to provide more autonomy to the villages and further developmental mechanisms in the villages, the act, in reality, became a weapon to keep the villages in check with little or no authority over the people whose lives would be transformed under the new act. It was only after 1947, that the panchayat system was revived to become what it was expected to function as. The main impetus behind this was Mahatma Gandhi's emphasis on village centric state with panchayat becoming the backbone of the newly independent nation. The rural government, therefore, returned to focus again. The constitution which became the source of all power in the country was the first to enshrine this facet of local rural governance. The Constitution mandated reviving the Panchayati system in the country with
the introduction of
Article 40. Under

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the Directive Principles of the State policy, it was explicitly stated that- "the State shall take steps to organise village panchayats and endow them with such powers and authority as may be necessary to enable them to function as units of self- government".

Despite this
explicit mention and making the state's duty bound the inability of the constitution to enforce the same led to the failure of policy implementation. There was no initiative to form Panchayats by any State after independence. Instead of the Panchayati system, the government shifted its focus to community development projects. On Gandhi's birth anniversary, 2nd October 1952 community development schemes took full measure and Community Development Blocks were established (which are the precursor of the Block Development Offices). Though formulated to provide developmental impetus to communities at a local level, it didn't address the basic demands of people at the rural level as communities weren't as cohesive due to the inadequacy of the system that was still recuperating from colonisation. The rampant illiteracy, malnutrition, weakness of institutions, and a population still reeling from socio-economic backwardness halted the efficacy of the community development based on Blocks. To assess the effectiveness of the Community Development programme a committee was appointed under the chairmanship of Mr Balwant Rai Mehta in the year 1957. The Committee recommended in its report that the non-involvement of the local people made community development projects ineffective as the demands of the people and the response of the authorities didn't align. On the

49 recommendation of the Committee Panchayats were to be constituted in different states. The responsibility of this formulation was given to state governments as local governance came under the State list and required proper state legislatures to pass a bill for that purpose. As the reports were published, the mandated Panchayat Acts were passed in different states. The West Bengal Panchayat Act of 1957 was passed for establishing Panchayats in the state. The Act made one drastic change to the recommendations provided by the Balwant Rai Mehta Committee as the state legislature recommended the constitution of four-tier bodies by splitting the earlier Union Board into Gram Panchayat and Anchal Parisad, whereas the committee had suggested a 3 tier Panchayati system. The sarpanch was replaced by an adhyakshya with assistance from a upadhyakshya. The 4 tiers were- A. Gram panchayats. B. Gram sabhas. C. Anchal parishad. D. Nyaya panchayats, In 1963 West Bengal Zilla Parisad Act was passed to replace the District Board with Zilla Parishad and provided for the constitution of Anchal Parishad at the block level. The system never took root because of many reasons in the state, some of which included a lack of political will resulting in the little assignment of responsibilities, tumultuous state politics and unstable governments, stagnation or slow flow of funds to those bodies and above all the Naxalite movements that created political unrest during the period. Ultimately, all the representatives of 15 Zilla Parishads and 315 Anchal Parishads were removed in the year 1969 and Administrators were engaged by the government to centralise the system. This initiative in effect ended all forms of democratic aspirations the people had in rural areas. All those local bodies remained under the Administrators till the election was held in the year 1977. It was with the coming of the Left Front government, that a new panchayat policy was implemented that in time became the benchmark of local governance throughout the country. 2.4. LOCAL SELF-GOVERNMENT IN BENGAL POST-1973 It was in 1978 that the newly elected Left Front government passed the West Bengal Panchayati Act 1978 and held elections for the local bodies the same year. A three-tier Panchayat system was envisaged in the West Bengal Panchayat Act 1973, which came into force in June 1978 when the first general election for the Zilla Parishads (ZPs), Panchayat Samitis (PSs) and Gram Panchayats (GPs) was held. This system became the standard for rural governance throughout the state with proper decentralization of both responsibilities and powers to the local bodies. The features of the new Act were-
50 i) Members will be elected directly for each tier from respective constituencies based on the universal adult franchise ideal. ii) Candidates may contest elections with their party symbol as well as independent to be determined by the State Election Commission. iii) The members will elect their Chairperson and Vice-Chairpersons for each Panchayat – to be called Pradhan and Upa-pradhan for the Gram Panchayat; Sabhapati and SahaSabhapati for the Panchayat Samitis and Sabhadhipati and SahaSabhadhipati for the Zila Parishads. iv) Vertical division of power was made by assigning different duties and responsibilities to different tiers of Panchayats. No form of overlapping would be allowed to create problems in distributing welfare to the people. v) Within each tier responsibility was divided among various Standing Committees called Sthayi committees for Zila Parishads and Panchayat Samitis and Upa Samitis for gram panchayats to deal with different subjects. vi) There has to be an election after every five years. vii) Direct accountability to the people at the Gram Sansad level for ensuring their participation in the functioning of the Gram Panchayat. 1978 elections set a precedent for all future elections in the state. The regular elections held and the stable functioning of the institutions upheld the ideal of local governance and decentralized development. The success of the experiment was upheld by the 73 rd and 74 th Amendments in 1992, which formalised local governance structures throughout the country based on the West Bengal model. The model hasn't only been sustained but has been of great help in strengthening the democratic culture of the country and providing people at the periphery an opportunity to be part of their developmental policy formulation with the help of their people. 2.5. CONCLUSION The colonial rulers though extrapolated a lot from our country while exploiting it on an unprecedented scale, did provide certain basic structures for us to function which later became blueprints for our present structures. India was an agricultural-dependent country and rural areas were far greater in area than urban or semi-urban ones, making rural governance a key area of focus for the British. Rural local governance had been one of the most aspirational projects of independent India. a dream of Mahatma Gandhi that remained unfulfilled due to the problems of being a post-colonial state. The two committees tried their part in bringing a positive change to the system but systematic problems hindered their capabilities. West Bengal till 1978 had the same set of problems and even aggravated the problem by adding one extra structure to the recommendations which never materialised. West Bengal has been one of the pillars of political stability in the post-independent period of India. The 34-year Left Front government was one of the longest stints by any government. Many experts

51 attribute this success to the government's land reform policies and Panchayati system upgradation. What is central to this argument is the political as well as governmental impetus provided to the demands of the people as well as communities regarding local governance empowering the masses residing in the rural areas. The Panchayati system provided governance at a grassroots level to the people who had limited or no scope for being part of their development narrative. 2.6. SUMMARY • Indian democracy has been strengthened due to the inclusion of local governance in its mechanism making it people-oriented and helping foster a narrative of inclusive development irrespective of rural-urban bias. • Though in the early years of post-independent India, the country faced various problems in realising its goal of providing a decentralised Panchayati system to address the problems of the people at the periphery, but through subsequent trial and error and efficient policy formulation it has reached a position where its rural governance is one of the most stable structures of its polity. • West Bengal till 1973 had faced the same problems that plagued the other states and hindered the process of formulating local governance structures for the people. But in 1978 the 3-tier Panchayati system was formalised and it became the go-to model for other states to emulate. • The 73 rd and 74 th amendments have only doubled the reputation of the Bengal model when local rural governance is discussed. 2.7. KEYWORDS 1. Post-Colonial country- Any country that has achieved independence after being under the political domination of another country is called a post-colonial. 2. Grassroots- institutions that seek to address the problems of people at a micro level where the gap between the institutions and the people they serve is very low and the grievance redressal mechanism is people-oriented. 3. Agrarian- related to agriculture especially an economy that is based on agricultural production forces. 4.Resolution-A resolution is a formal statement of opinion or a decision to take an action. In judicial proceedings, "resolution" means a judgment or decision of the court. 5.District magistrate- District Magistrate means the Head of the Revenue Administration at the District level whether designated as Deputy Commissioner or Collector. A remnant of colonial administration, it still plays a very important part in local governance. 2.8. MODEL QUESTIONS Short questions 52 • Which government implemented for the first time a proper 3-tier Panchayati system and in which year? • What were the suggestions of the West Bengal Panchayat Act of 1957? • What changes were brought in the constitution of India in 1993 regarding local self- governance? Medium questions • What are the institutions created under the West Bengal Panchayat Act of 1978 in the state of West Bengal? • How did 1the 1978 West Bengal Panchayati Act change the face of rural governance in the state of West Bengal? • Decentralised democracy is enhanced by a stable Panchayati system. Explain? Long questions • Explain the various facets of the Bengal Village Self Government Act 1919? • Write in detail about the West Bengal Panchayati Act of 1957? • Discuss the historical contribution of our colonial rulers to local rural governance in India? 2.9.REFERENCES Gokhale, B.K. (1972). "The Constitution of India. Bombay", Sheth and Company. India. Mathur, K. (2013). "Panchayati Raj", India: Oxford University Press, New Delhi, India. Mishra, S. (1994). "Democratic Decentralisation in India". Mittal Publications, New Delhi. Robinson, M. (2005). "A Decade of Panchayati Raj Reforms: The Challenge of Democratic Decentralisation in India." in L.C. Jain (Ed.), "Decentralisationand Local Governance". Orient Longman. New Delhi, India. Roy, M.N. (2012) "Rural Local Governance in West Bengal" Journal of Rural Development, Vol. 30

53 UNIT 3 WEST BENGAL PANCHAYAT ACT 1973: BASIC FEATURES STRUCTURE 3.1. Learning Objectives 3.2. Introduction 3.3. West Bengal Panchayat Act 1973 3.4. Features of West Bengal Panchayat Act 1973 3.5. Conclusion 3.6. Summary 3.7. Key words 3.8. Model questions 3.9. References 3.1. LEARNING OBJECTIVES In this unit, one would learn the following • The details of the West Bengal Panchayat Act of 1973 • How the West Bengal Panchayat Act of 1973 changed the Panchayati system in West Bengal • The systematic changes ushered in by the act for the future of Panchayati raj. 3.2. INTRODUCTION West Bengal since the times of British India has been a politically tumultuous area despite Kolkata serving as the capital of the colony for years. The partition of the province in the early 1900s only aggravated the situation in the region which led to the population going against the colonial masters and providing a renewed impetus to the independence movement. Though the leadership of the movement came from the cities and suburban areas, the active participatory section of the movement was from the villages. Active organisation amongst the people in the rural areas was therefore a strong factor in Bengal politics. The province saw permanent partition after 1947 when it was divided along communal lines. The part that remained in India was thus ascribed West Bengal, whereas the divided

54 part first became East Pakistan and then got independence as Bangladesh. West Bengal as one of the most agriculturally dependent states of the country tried to chart its own course in the post- independent era. The Panchayati system that existed was kept intact and was brought up for reconsideration by the central government after the first general election was done. The Balwant Rai Mehta Committee was the first one to be appointed to look into possible changes for modern India's Panchayati needs. The committee was the first to suggest a 3-tier Panchayati system for the states. Disregarding the recommendations, the West Bengal model adopted a 4-tier system which wasn't up to the needs of the state. The political instability unleashed post-1967 led to more problems than solutions both at the state and in the centre. The country had lost 2 stalwart Prime ministers in quick succession in the form of Jawaharlal Nehru and Lal Bahadur Shastri whereas the state of West Bengal was facing political instability since the demise of Bidhan Chandra Ray with successive Congress governments being internally conflicted which led to the rise of the United Front in the state under the leadership of Ajoy Mukherjee from Bangla Congress supported by the communist parties. The antithetical forces of an ex-Congressman leading a government by communists didn't help the cause of the state. The Naxalite movement brewing in the hills of North Bengal complicated the scenario even further. Amidst all these developments, rural governance was not focussed upon by any government, eroding the democratic ethos the Balwant Rai Mehta committee had wanted the rural areas to usher in. The continuation of the 1957 Act thus stayed on until Indira Gandhi reined in the instability at the centre and Siddhartha Shankar Ray at the state curbed the insurgency in the state with an iron hand. After disrupted governments and 2 terms of President's rule, it was in 1972 that the state went for elections. The Congress (R) of the Indira Gandhi faction with the Communist Party of India defeated the Left Front comprehensively. The opposition boycotted the assembly proceedings on charges of widespread rigging in the recently held elections. In a bid to revamp the system out of its lethargy, the assembly introduced several new laws. In 1973 the West Bengal legislative assembly brought a revamped Panchayat Act titled the West Bengal Panchayat Act 1973. The aim was to demilitarize the rural areas that have been radicalised under the influence of the Naxalites. To achieve the aforementioned, aim a new structure needed to be created in the rural areas empowering the populace with democratic ideals. The administration was to be made responsible to the people and create order in society. The Act of 1973 was, therefore, directed with a 2 pronged approach- firstly to stabilize the rural countryside by providing their own means of developmentalism and secondly to bring the administration in close quarters with the people they were supposed to be answerable to. 3.3.

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WEST BENGAL PANCHAYAT ACT 1973 55 The West Bengal Panchayat Act of 1973 was introduced to reorganize, strengthen and expand the activities of Panchayats in rural areas of West Bengal.

The goal was

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to enable them to act as units of self-government and strive for socioeconomic development and secure social justice for the people.

The Act begins with the naming of the act as the West Bengal Panchayat Act 1973. Uniquely before stating any rules related to the Panchayati raj system, the act stated where the act won't be applied. This was unprecedented as the exclusivity of focus was on the rural front rather than the urban and thus distinctions were made from the start. The Act was to be extended

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to the whole of West Bengal, except the areas which were to be under the provisions of the

following laws. These included – • Calcutta Municipal Act, 1951- Areas that were under the purview of the Kolkata Municipal corporation were to be kept out of the act as the area was under municipal jurisdiction. The metropolitan area of Kolkata, therefore, wasn't to be made part of the act of 1973. The adjacent suburban areas in the districts of 24 Parganas such as Cossipore and Jadavpur were also taken out of the Act of 1973 which later became part of the Municipal jurisdiction. • Howrah Municipal Act, 1965- Areas under the Howrah municipal corporation were kept out of the act as Howrah was a municipal zone as well. The historically industrial nature of the district was provided as an argument to keep the district out of the Panchayat act, though with later amendments certain areas within the district were brought under the Panchayat Act of 1973 to demarcate zones between municipal control and rural governance control. • Bengal Municipal Act, 1932- The areas that were demarcated as municipalities with lesser number of seats by the British were also kept out of the Act of 1973 as that would have required changing the existing Municipal Act in the state. Through amendments, this Act was made more responsive to the demands of the existing populace bringing down colonial legacies in the state. • Cooch Behar Town Committee Act, 1903- The Cooch Behar Town being the northernmost end of the state was kept out of the act due to 2 reasons. Firstly, the area was historically volatile due to the rajbangshi problem of the native population with the erstwhile rulers and secondly, the area had faced huge pressure in the days of the 1971 war leading to an increase in Bangladeshi migration to the area. The area thus was to be kept out of the Act's purview to maintain the status quo. • Chandernagore Municipal Act, 1955- Chandernagore had the unique feature of being a French colony in Bengal while the entire province was British-dominated. The area was therefore planned differently than the British colonial structure and thus required a different set of plans post-independence. The areas under the Chandernagore Municipal Act were drawn up to meet this end and therefore remained untouched by the 1973 Panchayat Act.
56 • Cantonments Act, 1924- Army Cantonments are different from usual military stations in India as cantonments have both military as well as civil administrators at their helm. The cantonment is under the jurisdiction of a Chief Executive Officer who is an officer of the Indian Defence Estates Service cadre of Civil Services and works under the administrative control of the Director General, Defence Estates, Govt. of India, Ministry of Defence. The area, therefore, cannot be brought under state jurisdiction which was one of the features of the Panchayat Act of 1973. 3.4. FEATURES OF

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THE WEST BENGAL PANCHAYAT ACT OF 1973 • For every Gram the State Government shall constitute a Gram Panchayat bearing the name of the

Gram. •

95%	MATCHING BLOCK 127/222	SA	7 Thesis Chapter Firoj Biswas GG9889 Geography ... (D118055363)

Persons whose names are included in the electoral roll of the

West Bengal Legislative Assembly for the time being in force pertaining to the area comprised in the Gram, shall elect by secret ballot a Gram panchayat. • The members

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of a Gram Panchayat shall, subject to the provisions of the Act hold office for a period of four years beginning from the date of its first meeting. •

Every Gram Panchayat shall, at its first meeting at which a quorum is present, elect, in the prescribed manner, one of its members to be the Pradhan and another member to be the Upa- Pradhan of the Gram Panchayat. The Pradhan and the Upa-Pradhan shall continue as members who hold office for a period of four years. A Pradhan or an Upa-Pradhan of a Gram Panchayat may, at any time, be removed from office by a resolution of the Gram Panchayat carried by the majority of the existing members of the Gram Panchayat at a meeting specially convened for the purpose. • Every Gram Panchayat shall hold a meeting at least once a month at such time and at such place within the local limits of the Gram. All questions coming before a Gram Panchayat shall be decided by a majority of votes: Provided that in case of equality of votes, the person presiding shall have a second or casting vote. • A list of the business to be transacted at every meeting of a List of Gram Panchayat except at an adjourned meeting, shall be sent to each business to be transacted member of the Gram Panchayat in the manner prescribed at least seven at a meeting. days before the time fixed. • The Gram Panchayat shall prepare in the prescribed manner Report on the work of a report on the work done during the previous year and the work proposed Gm ra to be done during the following year and submit it to the prescribed Panchayat. authority and to the Panchayat Samiti concerned within the

82%	MATCHING BLOCK 129/222	SA	7 Thesis Chapter Firoj Biswas GG9889 Geography ... (D118055363)

prescribed time. • The duties of a Gram Panchayat shall be to provide within the area under its jurisdiction

for—
57 (a)
sanitation, conservancy

84%	MATCHING BLOCK 130/222	SA	7 Thesis Chapter Firoj Biswas GG9889 Geography ... (D118055363)

and drainage and the prevention of public nuisances; (b) curative and preventive measures in respect of malaria, smallpox, cholera or any other epidemic (

c) supply of drinking water and
the cleansing and disinfecting of

79%	MATCHING BLOCK 131/222	SA	MARTUZA SARKAR - POLITICAL SCIENCE - THESIS 03 ... (D144277369)

the sources of supply and storage of water; (d) the maintenance, repair and construction of public streets

60%	MATCHING BLOCK 132/222	SA	MARTUZA SARKAR - POLITICAL SCIENCE - THESIS 03 ... (D144277369)

and protection there. (e) the removal of encroachments of public streets or public places. (f) the protection and repair of

buildings or other property vested in it (g) the management and care of public tanks, subject to the provisions of the common grazing grounds, burning ghats, and graveyards. (h) the supply of any local information which the District Magistrate, the Zilla Parishad or the Panchayat Samiti within the local limits of whose jurisdiction the Gram Panchayat is situated, may require. (i)
organising voluntary labour for community works and works for the

83%	MATCHING BLOCK 138/222	SA	MARTUZA SARKAR - POLITICAL SCIENCE - THESIS 03 ... (D144277369)

upliftment of its area. (j) the control and administration of the Gram Panchayat Fund. (k) the imposition, assessment and collection of the taxes, rates or fees leviable under the 1973

Act. • For general watch and ward, prevention of crime, protection of life and property and discharging all functions within the local limits of the jurisdiction of a Gram Panchayat every Gram Panchayat shall, unless otherwise directed or other provisions are made by the State Government, maintain under its control the such number of Dafadars and Chowkidars. • Every Gram Panchayat shall, if authorised by the State Government by notification to do so, constitute a Nyaya Panchayat, consisting of five members, to be called Vicharaks, elected by people whose names are included in the electoral roll of the West Bengal Legislative Assembly for the time being in force pertaining to the area comprised in the Gram, other than a person who is a member of any Gram Panchayat, Panchayat Samiti or Zilla Parishad.
Every Nyaya Panchayat shall elect at such time and in such manner as may be prescribed
one of its members to be called Pradhan Vicharak to preside over its sittings. The term of office of a
58 member of Nyaya Panchayat shall be four years from the date of the notification. The Secretary to the Gram Panchayat shall act as the Secretary to the Nyaya Panchayat for the purpose of keeping the records of its proceedings and decisions. •

68% **MATCHING BLOCK 133/222** W

For every Block the State Government shall constitute a Panchayat Samiti bearing the name of the

Block. The members of the samiti will be Pradhans

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of the Gram Panchayats within the Block, members of the House of the People and the Legislative Assembly of the State elected thereto from a constituency comprising

the Block, such number of persons not exceeding three as may be prescribed to be elected from each Gram within the Block. Every Panchayat Samiti shall, at its first meeting at which a quorum is present, elect, in the prescribed manner, one of its members. to be the Sabhapati and another member to be the SahakariSabhapati of the Panchayat Samiti for a term of 4 years. • A Panchayat Samiti shall have the following Sthayee Samitis, namely: — (i) Artha o Sanstha Sthayee Samiti. (Finance and institutional) (ii) JanasasthyaSthayee, Samiti. (Public health) (iii) PurtaKaryaSthayee Samiti. (Public works department) (iv) Krishi Sech o SamabayaSthayee Samiti. (Agriculture and irrigation) (v) Shiksha Sthayee Samiti. (Education) (vi) KhudraSilpa. (Cottage industry) (vii) Tran o JanakalyanSthayee Samiti. (Rescue and public welfare) (viii) Any

80% **MATCHING BLOCK 135/222** W

such other Sthayee Samiti or Samitis as the Panchayat Samiti may, subject to the approval of the State

Government, constitute. • A Panchayat Samiti shall have the power to acquire, hold and dispose of property and to enter into contracts. Provided that in all cases of acquisition or disposal of immovable property, the Panchayat Samiti shall obtain the previous approval of the State Government. •

79% **MATCHING BLOCK 136/222** W

For every district the State Government shall constitute a Zilla Parishad bearing the name of the district.

The Zilla Parishad shall consist of the following members, namely: — (i) Sabhapatis of the Panchayat Samitis within the district. (ii) two persons, one from each of two such constituencies comprised in the Block within the district as may be specified by notification, elected by secret ballot. (iii)

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members of the House of the People or the Legislative Assembly of the State elected thereto from a constituency comprising the district or any part thereof, not being Ministers. (

iv) members of the Council of States not being Ministers, having a place of residence in the district.
59 • The functions of the Zila Parishad include- (i)

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undertake schemes or adopt measures, including the giving of financial assistance, relating to

the development of agriculture, livestock, industries, the co-operative movement, rural credit, water supply, irrigation, public health and sanitation including the establishment of dispensaries and hospitals, communications, primary, secondary and adult education including the welfare of students, social welfare and other objects of general public utility. (ii) undertake the execution of any scheme, the performance

78%	MATCHING BLOCK 146/222	SA	7 Thesis Chapter Firoj Biswas GG9889 Geography ... (D118055363)

of any act, or management of any institution or organisation entrusted to it by the State Government or any other authority, (

iii) manage or maintain any work of public utility or any institution vested in it or under its control and management, (iv) make grants in aid of any school, public library, public institution or public welfare organisation within the district, (v) contribute such sums as may be agreed upon towards the cost of maintenance of any institutions, situated outside the district, which are beneficial to, and habitually used by, the inhabitants of the district. 3.5. CONCLUSION The Indian experiment with Panchayati raj has gone through various trials over the years since independence. The constant feature of Indian villages since the ancient age, it has developed into a democratic mechanism to meet the demands of the rural population. The gram sabha and the gram panchayat together have contributed to ushering in development

86%	MATCHING BLOCK 140/222	W

in the countryside. After the 73rd Amendment to the Indian Constitution, Panchayati Raj System has

become a permanent feature of the Indian administration bridging the gap between the rural populace and the administration. The amendment instituted the third tier in the federal system after the union and the states to cater to the populace in a more decentralized manner.

91%	MATCHING BLOCK 141/222	W

Village-level democracy became a real prospect for India after 1992 with the 73rd amendment to the Constitution.

This act created new provisions for the creation of village resources and initiate capacity-building measures for developmental initiatives.

68%	MATCHING BLOCK 142/222	W

The 73 rd Amendment Act has legally mandated that resources, responsibility and decision-making be devolved from

the

71% **MATCHING BLOCK 143/222** W

central government to the lowest unit of governance in the local rural governance structure. he Gram Sabha or the Village Assembly. A three-tier structure of local self-government was envisaged under this amendment

and inspired by the West Bengal Panchayat Act of 1978 was made mandatory in all states. The nationwide impact that this created was to be felt in the coming years and continues to be felt. The states that were once reluctant to bring about local rural governments into existence and empower them were forced to initiate reforms based on the 73 rd Amendment. After the
60 enactment of laws based on the Act, almost all states have constituted State Finance Commission to provide requisite economic support to the local government institutions and policies for the development of rural folk. Though major criticisms remain regarding the inability of the Finance Commission to initiate major funding reforms and

100% **MATCHING BLOCK 144/222** W

the fact that their recommendations are being poorly implemented by many state

governments, changes have been brought in that have complimented the state's rural policies as well as centre's policies to make decentralized democracy a fully functional feature of the states'.

100% **MATCHING BLOCK 145/222** W

A large number of women, Scheduled Caste and Scheduled Tribe have been elected to these bodies and a tradition of justice and gender equality in political representation has been widely established

because of the introduction of Panchayati raj institutions. West Bengal has distinguished itself from the other states of India by its radical politics related to rural issues especially linked to land, land ownership, exploitation and counter-exploitative measures. The state witnessed peasant uprisings like the Tebhaga and Naxalbari movements which were centred around rural dissatisfaction due to rampant exploitation of the toiling masses. In the 1960's West Bengal proved the most chaotic state in India, with unstable governments formed under political opportunism, discontent with land-related issues, active communist militancy and bouts of President's rule. The elections of 1972 aimed at bringing peace to the state and under the able leadership of Siddhartha Shankar Ray the West Bengal Assembly brought in major changes. The West Bengal Panchayat Act of 1973 was a major move as it aimed to change the status quo in the rural countryside in the state for the first time since independence. Though with good intentions and administrative adept, the act wasn't able to bring in the changes expected of it due to various reasons. The moves brought in to rein in the chaos in the state weren't up to the task and the government became infamous for being heavy-handed in its approach to its own populace. It was only in 1977 when Left Front attained power in Bengal that the resurgence of localised democratic institutions got a new lease of life. Under the new government, new initiatives were introduced and a proper democratic 3-tier system was put in place. The idea of 'Party less Democracy' was rejected and almost all the mainstream political parties contested the panchayat elections along with independents and small local parties as well for the first time in 1978 under the new act. The Left-front Government cruised to a landslide victory in that election throughout the state. In the state of West Bengal, gram panchayats act as major institutions for directing local developmental initiatives. These have been increasingly contested and elected along party lines. Competitive mobilization has become a key feature of local rural governance and therefore has been a dynamic feature of the politics of the state of West Bengal. The discourse of the panchayat system in West Bengal has remained an intriguing domain of research in the field of public administration even after almost seventy years of independence with its tumultuous history of fixing rural local government, the likes of which were incorporated in the Indian constitution to strengthen the 73 rd Amendment. 3.6. SUMMARY

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61 • West Bengal has been the cornerstone of an efficient Panchayati raj system being functional in an Indian state despite facing problems earlier in its goal to provide a working mechanism for local rural governance. • Notwithstanding the tumultuous era of the 1960s, the 1970s was the decade when local rural governance took root in the state with the Panchayat Acts of 1973 and 1978. The introduction of the act made government policies within the reach of the people at rural areas with representation from their own people made through direct democracy at the gram level. • Under the West Bengal Panchayati Act of 1973, a number of new institutions were brought to the local governance structure such gram panchayat, gram samiti, nyaya panchayat, sthayee samitis and the zila parishad. • The 1973 and 1978 Acts provided the basic structure to the 1992 73 rd Amendment to bring a holistic local rural government structure all over the country. This provided more accessibility, accountability and empowerment mechanisms to the people in rural areas to initiate local development. 3.7. KEYWORDS 1. Demilitarize- To demilitarize is to remove all armed forces from an area be it legal forces or illegal ones, it also means removing instability from the area and making it governable. 2. Panchayati Raj- the system of rural governance that exists in India where local rural governance is centred around people's demands and institutions to make it more accessible to the peripheral areas of the country. This system exists as the 3 rd tier of governance in India established under the 73 rd Amendment Act of the Indian Constitution. 3. Party-less democracy- a system of political competition where people engage as independent candidates instead of being members or representatives of a party. This system is helpful in local governance areas to lessen political conflict. 4. Cantonments- A cantonment is either a building or an area where soldiers live. (in South Asia) a part of a town that is used for military purposes, especially one that was originally developed by the British. Places involved in military activity. 5. Finance Commission-The Finance Commissions are commissions that are periodically constituted by the President of India under Article 280 of the Indian Constitution to define the financial relations between the central government of India and the individual state governments. 3.8. MODEL QUESTIONS Short questions • Which areas were exempted from the West Bengal Panchayati Act of 1973?

62 • State the reasons behind instability in West Bengal in the 1960s? • Give the political background for the 1972 elections in West Bengal? Medium questions • Mention the units created under the West Bengal Panchayati Act of 1973 for Panchayati raj in West Bengal? • What changes came in 1977 to West Bengal politics that empowered local rural institutions in the state? • The 1973 Panchayat Act introduced a new set of office bearers in the Panchayati system. Mention the top two officials of every institution, their terms and functions? Long questions • Explain the main features of the West Bengal Panchayati Act of 1973? • How does the Panchayati raj system seeks to empower the people at the lowest strata of the system? • Decentralisation of administration has enhanced the accessibility of government schemes to the people in the countryside. Explain in perspective with the West Bengal Panchayati Act of 1973. 3.9. REFERENCES

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63 UNIT 4 GRAM SAMSAD STRUCTURE 4.1. Learning Objectives 4.2. Introduction 4.3. Gram samsad 4.4. Features of gram samsad 4.5. Conclusion 4.6. Summary 4.7. Key words 4.8. Model questions 4.9. References 4.1. LEARNING OBJECTIVES In this unit, you will learn about- • How the panchayat system in West Bengal laid the groundwork for Panchayati raj institutions in the country. • The role and functions of the Gram sansad in the local rural governance structure. • The activities that are undertaken by the gram sansad for village development. • The importance of local rural institutions in developing the lives of the people in the Indian countryside. 4.2. INTRODUCTION

64 In the Indian federal structure, governance isn't what is usually referred to as in western countries. The scientific approach associated with the western models of governance isn't reflected in the Indian scenario. The Indian model is more subjective and people-oriented and thus differentiated vastly over the states both in policy formulation and policy implementation. The institutional nature of governance in India is determined according to the realities of the states in which the institutions function and seek to serve the people's aspirations. Public administration in India is a decentralized system where every stratum of the society is to be provided with an ample number of opportunities for its development with focused attention on the differentiated needs of the people based on different interconnected factors. The sheer enormity of the territory combined with the 2 nd largest population on earth with diversities unparalleled in comparison makes the situation in the country very complex. The institutions that serve the cause of the people both at the state and the centre are provided with requisite autonomy for efficient functioning and at the same time are grounded in interdependencies with other institutions as well. Most theorists refer to India as a quasi-federal state. India as a state is a country where there is a separation of powers between the constitutive units and the central government mandated by the Indian constitution. The system though inclined slightly towards the union government has been successful in providing opportunities to the states in charting an independent course in search of development. In this process, the union government has boldly supported the states in all manners possible. Despite this, there have been problems in striking a balance between governance and development. The early years of independence were an era of experimentation with different models of development for the villages. Two committees were assigned the task of rejuvenating the Panchayati system but due to many problems, both were rendered ineffective. It was only in 1992 with the Constitution incorporating the Seventy-third Amendment Act, 1992 that conferred on the panchayats in the rural areas the recognition of the institution of self-government where we see structural changes brought in as institutional laws to revamp local governance permanently. After laws were drawn up at the union level the then central government in coordination with the State Governments were advised to make necessary laws for endowing the panchayats with appropriate powers, authority and responsibilities. These powers and responsibilities based on constitutional authority were provided under Article 243G of the Constitution. The provisions incorporated in Article 243G along with the matters listed in the Eleventh Schedule reflect the change in approach in Indian administration. Under the aforementioned article, a shift was incorporated in public governance. The source of power both political and economic was transferred from the National capital or the State headquarters to the level where people needed a direct connection with the administrative mechanism. This was in response to the crisis of governance which was widespread in the country. The associated apathy and insensitivity of the administrative units toward the lower levels of governance were to be quelled with the introduction of decentralised governance.

65 The Seventy-Third Amendment provided hope to all the villages of the country that they would be brought in to be judges and executors of their development and in reality, they would be responsible for bringing in a positive change in their lives by means of political and economic empowerment. It is also a fact that the changes brought in by the amendment didn't have the immediate effects that were expected. The years of dormancy required a radical upheaval which was not provided with the amendment. The constitutional amendment was successful in providing certain bare minimums required for political upliftment such as the assured existence of the panchayat institutions, regular election to the panchayat bodies, and obligatory reservation of seats for the people from the scheduled castes, scheduled tribes and women. But in terms of real progress towards decentralised governance, the road has been more patchy than smooth. The reasons behind this are many but if all the problems can be brought down to one central flaw, then it can be attributed to inadequate devolution in respect of funds, functions and functionaries. West Bengal as a state has been an exception to this trend among all the Indian states. Being an agriculturally dominant state, the governments of 1972 and 1977 had taken the step to bring in major changes to empower the countryside with consecutive West Bengal Panchayat Acts of 1973 and 1978. The goal of these acts was to establish a strong local rural government in the villages that would answer the needs of the people. The gram panchayat, gram sabha, Nyaya panchayat, gram sansad, sthayee committees, Zila parishad and later the gram unnayan samitis were to become the cornerstone of a successful local governance model in the state. 4.3. GRAM SAMSAD With the passage of the Seventy-Third Amendment Act, of 1992, the panchayats in rural areas were conceived as institutions for local governance. Twenty-nine subjects listed under the Eleventh Schedule are earmarked by the Constitution for their act. Governance at the local level becomes a critical issue for people associated with the rural economy. This becomes even more crucial to the states that are agriculture dependent with a considerable population. The state of West Bengal in a majoritarian manner is agriculture-oriented as being geographically located at the end of the fertile Ganga valley. The experiences in West Bengal in this respect are mixed. Though implemented with much fanfare, the early results weren't as expected. Due to newer structures being implemented, it took time to get acclimatized into the system a consequence, adequate services couldn't be extended to the common people by the panchayats at different levels. This was a governance crisis. With time though the system improved. A major reason behind this was also the fact that the 1978 Act was passed by the Left Front government which stayed in power for 34 years. This fact singlehandedly allowed the government to be at the helm of affairs in relation to panchayat reforms. Over the span of many years, the government in West Bengal initiated several reforms over its entire tenure. The 1978 Act not only initiated institutional reforms but brought in
66 political changes as well. Along with new institutions new powers were provided to the local institutions as well. New areas were brought under the jurisdiction of the village administration. With newer areas, new responsibilities were provided to the administration as well. The state was provided with newer laws to look into the administrative empowerment of the local rural institutions. 4.4. FEATURES OF GRAM SAMSAD The gram sabha and the gram samsad exist cumulatively as institutions that comprise the whole of the village populace who are eligible voters. The functions though overlapping there are certain similarities as well as differences between the sabha and the samsad as per the laws enacted in West Bengal for the Panchayati system. The salient features of the gram samsad include- • For people's participation, the State Government incorporated the provisions of meetings of gram sansad and gram sabha respectively through sections 16A and 16B of the West Bengal Panchayat Act 1973. •

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Gram Sabha means a body consisting of persons registered in the electoral rolls pertaining to a

Gram whereas the
Gram Sansad means
a body consisting of persons registered at any time in the electoral rolls pertaining to

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a constituency of a Gram Panchayat delimited for the purpose of last preceding general election to

the Gram Panchayat. • Every Gram Panchayat is expected to hold within the local limits of the Gram an annual and a half-yearly meeting for each Gram Sansad. As the gram sansad consists of all electors of a gram panchayat constituency, it is obligatory on the part of the gram panchayats to convene meetings of gram sansad twice a year under their respective jurisdiction - one in the month of May and another. Though in situations of emergency, the state government can recommend or order an extraordinary session. • Subsection 6 of section 1 6A of the West Bengal Panchayat Act 1973 clearly lays down that a gram sansad shall guide and advise the gram panchayat with regard to the schemes for economic development and social justice undertaken or proposed to be undertaken in its area and identify or lay down principles for the identification of the schemes which are required to be taken on priority basis for. economic development of the village. These include- A. Identifying and laying down principles for the identification of, the schemes which are required to be taken on a priority basis for the economic development of the village. B. Identifying and laying down principles for the identification of, the beneficiaries of various poverty alleviation programmes. C. The Gram samsad coordinates directly with the gram sabha and the panchayat regarding programmes related to immunization of children, maternal care, contraceptives and menstrual care as well. The focus on women-centric development has been widely adopted in the framework of Panchayati raj since the advent of the 21 st century.
67 D. Emergency medical situations that require an immediate response is dealt by the samsad in their emergency meetings. This was experienced during the 2020 Covid -19 pandemic when villages were comparatively less affected and were prompt in their response to medical care as local rural institutions were more adept in dealing with the problems in a controlled and coordinated manner. E. Constitute a Gram Unnayan Samiti with a number of functional committees as may be required, in such manner as may be prescribed, having jurisdiction over the area of the Gram Sansad for ensuring active participation of the people in the implementation, maintenance and equitable distribution of benefits. F. Mobilise mass participation in community welfare programmes and programmes for adult education, family welfare and child welfare. G. Promote solidarity and harmony among all sections of the people irrespective of religion, faith, caste, creed or race. In a state with various religions and castes communal and caste based harmony is to be cherished as an ideal which will only enhance people's participation in the local governance of the villages. • Every resolution adopted in a meeting of a Gram Sansad is to be duly considered by the Gram Panchayat in its meeting and the decisions and actions taken by the Gram Panchayat forming a part of the report under section 18 for the following year. • A Gram Panchayat has the power to omit or refuse to act upon any recommendations of a Gram Sansad relating to the prioritization of any list of beneficiaries or scheme or programme so far as it relates to the area of the Gram Sansad. • The Gram Sansad has the power to review the performance of the members of the Gram Unnayan Samiti every year in its annual meeting and may renew the membership of the existing members or replace all or any of the members. • The Gram Sansad may elect the members by a simple majority determined by raising of hands or by division. The result of the election shall be recorded in a register by the presiding officer appointed by the Gram Panchayat. The gram samsad has in essence been a body that acts as the mediator, facilitator and improviser of policies while at the same time, it acts as a bridge between the gram panchayat and the gram sabha. It takes up works of local importance that are related to the daily lives of the people of the gram. The West Bengal Panchayat Act of 1973 was revamped in 1978 and 2004 to bring in various changes empowering the grams with more political power as well as management of economic resources. The Bengal model of panchayat has been acclaimed widely all over the country. The state government by providing more autonomy to the village institutions have empowered the structures to function in a manner conducive to the development of the people. The state finance commission has also played a crucial role in the economic strengthening of the Panchayati system. There have been more

68 decentralisation in West Bengal with the increase in the number of districts to bring in more force to lower-level institutions in participating in public welfare. The gram samsad has been one of the pioneering institutions to become a stakeholder in village administration and development. 4.5. CONCLUSION India in the year 2022 is a global powerhouse. As the foremost nation amongst all developing nations India holds a special position because of its achievements not only from the global perspective but also because of a stable internal structure. The credit for this stability goes to the entire structure that has for years answered the needs of the people in a manner that is cohesive with the democratic ethos shared by the founding fathers of the nation. Despite facing various problems India is on course to become a global leader in the coming years. A big contribution to this comes from the various panchayats, gram sabhas, and gram samsads that exist all over the country. These are bridging the gap between the administration core in the cities with the people in need of government help at the periphery. West Bengal for years has had a dynamic political culture all over the state. Political participation has been quite high in the state irrespective of elections which are considered the basic benchmark to calculate political participation. This phenomenon is mainly attributed to the democratic culture brought in by the Panchayati system which has been the most fervent form of political interaction for people to indulge in grassroots politics. The active participation by various political parties has strengthened the political culture in the state, especially in the rural areas where politics has become the major weapon to achieve power which can then be utilised to initiate development policies for the people. The gram samsad along with the gram sabha and panchayats have been successful in providing this mechanism to the people in order to become participants in their own governance. The ideal of self-governance based on decentralised power relations where the state is only the helping hand for the local institutions instead of being a controlling arm has created newer opportunities for the people to not only become aware of their demands and needs but has empowered them to function and be participants in matters that were once kept out of their purview by higher authorities. No system is foolproof and without problems. Public administration is an ever-rectifying system where the unit where the constitutive units learn as they implement public policies for the betterment of the people in a feedback loop. The panchayat system in India has been taking a structured way forward since the introduction of the 73 rd amendment to help the cause of the people in the countryside. Problems such as financial inadequacy, corruption, political violence, stagnation, defective policy-making as well as implementation and others remain but the system has been able to cater to the needs of the people in a better manner than before and its attempts at further rejuvenation of the same remain on course. 4.6. SUMMARY

69 • Indian local governance has been revitalised by the introduction of the 73 rd Amendment in the year of 1992. Most states post-1992 introduced major reforms to establish Panchayati raj institutions in order to implement the requisite laws. • West Bengal being an agriculturally dominant state required rural reforms the most. The West Bengal Panchayat Act of 1973 and the West Bengal Panchayat Act of 1978 were introduced to bring in to establish decentralized democratic institutions in the countryside. • The various institutions introduced under the abovementioned laws were gram panchayat, gram sabha, gram samsad, Nyaya panchayat, Zila parishad, and gram unnayan samiti. The gram samsad became a crucial institution in providing developmental initiatives to the people of the gram. It acted as a potent link between the gram panchayat and the gram sabha. • The villages in the state of West Bengal have progressed in a great way due to the institutions created to formalise the Panchayati raj system. Public welfare has reached the doorstep of the rural countryside due to the local rural institutions. Issues such as food distribution, healthcare facilities, road management, public resources, and land redistribution have been greatly enhanced due to the gram-centric institutions. 4.7. KEYWORDS 1. Corruption- Any form of a fraudulent act of cheating, or illegal action taken by someone in power or in a position of power to benefit themselves is called corruption. 2. Stagnation- When due to certain reasons public policies aren't implemented in a manner conducive to the goals of public administration leading to disruption of public good, the situation is called stagnation. 3. Policymaking- The process of formulating schemes, programmes and plans to solve matters related to the functioning of a state is called policymaking. 4. Feedback loop- feedback loop is the part of a system in which some portion (or all) of the system's output is used as input for future operations. 5. Poverty alleviation programmes- Poverty Alleviation Programmes aim to reduce the rate of poverty in the country by providing proper access to food, monetary help, and basic essentials to households and families belonging to the below-the-poverty line. 4.8. MODEL QUESTIONS Short questions • Under which article of the Indian constitution were laws drawn up to implement the amendments proposed under the 73 rd Amendment Act? • Mention any two functions of the Gram samsad related to the grassroots development of people's health?

70 • Name the institutions created under the various acts by the West Bengal governments of 1972 and 1977? Medium questions • What is the difference between the Gram sabha and the Gram samsad? • What is the role of the state government in the economic empowerment of the village administration? • Indian administration has reached the doorstep of its farthest contributor through the 73 rd amendment. Write a short note. Long questions • Explain the structure of Gram samsad in detail? • In what ways have the issues of rural people been solved under the institutions of Panchayati raj in India? • What are the various issues that come under the purview of the gram samsad? Explain detail 4.9. REFERENCES Bandyopadhyay, S. (2013). "

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71 UNIT 5 GRAM SABHA STRUCTURE 5.1. Learning Objectives 5.2. Introduction 5.3. Gram sabha 5.4. Powers of gram sabha 5.5. Conclusion 5.6. Summary 5.7. Key words 5.8.
Model questions 5.9. References 5.1.

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LEARNING OBJECTIVES After studying this unit, you should be able to • Explain and understand the

constitutional significance of the role played by the Gram Sabha. • Analyse the functioning of Gram Sabhas in Indian villages. • Understand the role Gram Sabhas plays in decentralised development.

72 • Gram sabhas' powers in empowering the rural population 5.2. INTRODUCTION Democracy has come a long way from being called the worst form of government by Aristotle to being the benchmark of good governance in the modern day. What democracy stands for today can be brought down to Abraham Lincoln's famous phrase 'government for the people, by the people and of the people'. As a system of rule, it is now the most followed method all around the globe. Countries today are either democracy of some form or the other aspiring for the same. The centrality of the concept is being responsive to people at all levels without any form of discrimination. India is the largest democracy in the world and with its huge population is responsible for upholding its democratic ideal in the widest sense possible. This is reflected in the process where the populace after every 5 years votes for the formation of the government at the State or the Centre. To address the huge and diverse population of India only 2 levels of government are not enough. To reach people at the lower levels present in rural areas a third tier was added in 1992 with the 73 rd and 74 th amendments to the constitution. This in reality brought more accountability, efficiency and dynamism to local governance and enables the people so they could be closely associated with the decision- making process at the grassroots level. This system is called the Panchayati raj system and makes the core of the decentralised democratic governance mechanism in the country. The Indian village in most languages is called a gram. The Gram can be used to denote ant rural cluster of people cohabiting together. While focussing on the Indian Constitution, it can be ascertained that the gram has been conceptualised as a self-sufficient entity of rural life in a social- political as well as an economic relationship. The institution that has been given the responsibility to administer these aspects has traditionally been called a panchayat. The panchayat in earlier times was a council of elderly propertied men making decisions about the village and its members. Though certain remnants of this system can be found in many areas, the modern-day panchayat after the 73 rd Amendment has become an elected, democratic entity. The panchayat though is the institution that looks after the functioning of the village, it is only effective with the inclusion of the populace over which it governs. The populace is therefore conceptualised as the Gram Sabha. The Gram Sabha comprises all adult citizens residing in a village. The Constitution gives specific importance to this institution as it in its entirety (in any and every village) embodies the fullest expression of true grassroots-based decentralized democracy. As the basic unit of direct democracy, a Gram Sabha not only elects the Gram Panchayat but also monitors its actions. The Indian experiment with local governance in rural areas has been considered a success beyond expectations in answering to the requirements and aspirations of the people and the major contribution to this success has been the efficiency with which gram sabhas have helped panchayats in creating people-oriented mechanisms for the development of the population of the village. As the only
73 institution with direct democracy in India, the Gram sabha has been one of the standout performers in terms of public institutions. Various states through their laws and policies have further empowered Gram Sabhas to take on some administrative functions as well. Further, the Panchayats (Extension to Scheduled Areas) Act (PESA) confers significantly greater powers on Gram Sabhas in Scheduled Areas and made them more efficient in dealing with matters of localised nature. This in a way has lessened the burden of the district and state administration in dealing with the issues of villages and empowers the local people to actively deal with problems that are intrinsically related to them. Gram sabha with the panchayat has become the centrepiece of rural governance in India making development accessible to the people at the lowest levels and empowering democratic ethos and maintaining political stability. 5.3. GRAM SABHA Though Indian democracy is centred around representative democratic formulations favouring a parliamentary superiority both at the states and the centre, the only form of direct democracy present in the country is existing in the Gram Sabha which is the basic unit of direct democracy present in the villages. The 73 rd constitutional amendment was introduced to provide people with a choice in their governance at the rural level and the target was to reach the maximum number of people and create a cumulative decision-making body that would be responsible for cohesive decision-making as well as monitoring various people-centric projects at the village level. Gram sabha as an institution plays a very important as it gives an opportunity to the people to have an opinion in the decision-making process of the village. It empowers each and every voter of the Gram Panchayat to take part in decision-making, planning and development of the gram and help in maximizing public participation in local governance. Constitutionally the Gram Sabha is a mandated body that is to be kept in synergy with all other institutions in rural local governance. Following constitutional mandates, the following can be said to be defining characteristics

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of Gram Sabha- • Article 243(b) Gram Sabha can be defined as a body of persons registered in the electoral rolls relating to a village comprised within the area of panchayat at the village level. Article 243A states that a Gram Sabha may exercise such powers and perform such functions at the village level as the legislature of the State may by law provide. •

Article 243(9)
defines 'village' to mean

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a village specified by the Governor by public notification to be a village for the purposes of Part IX and includes a group of villages so specified.

This definition permits the Governor to declare any populated rural area as a village. • The demarcation of a village for the purposes of giving effect to Part IX of the Constitution may come in conflict with the sociological/anthropological identities that the people of the
74 area may think of or identify as 'village'. Therefore, the village in terms of gram sabha is a political identity with geographic demarcation rather than a social one. The effective constitution of a Gram Sabha will mainly depend on the definition of a 'village' adopted in various state legislatures. Various states have demarcated villages as a political units based on revenue, geographical extent and zones of interest on economic terms, whereas others have taken more sociological or communitarian demarcation by denoting villages based on similar clusters, historical relatability, and communitarian linkages. This caused many problems in the distribution of funds, the survey of areas and electoral rolls during elections. It was resolved when the Supreme Court, in State of U.P. vs Pradhan Kshetra Samiti, held that among other things, the process of defining a 'village' must comply with the following conditions: i) the village has to be a habitat according to the anthropological concept; ii) the village for the purposes of the Panchayat can be specified only in accordance with the aspirations and wishes of the inhabitants of the village as conveyed to the Governor who is obliged to notify it without the involvement of the State Government; and iii) the Governor has to act independently of the State Government in the matter of specification of a 'village'. As regards the Gram Sabha, the Court held that although the definition of Gram Sabha refers to a body of persons registered in the electoral rolls and the State Government has no power to establish or notify a Gram Sabha, making it a population-based entity rather than an institution defined and moulded by the state government. The Supreme Court reasserted the view of the 73rd amendment that the Gram Sabha is a constitutional entity based on the geographical and sociological entity of a 'village', and it is not within the powers of the State Government to identify or notify a 'village' for administrative purposes. The Gram sabha, therefore, is constitutionally mandated to be comprised of people that have an anthropological relatability with the area and its change is not to be determined by the state government making it immune to political influence.
5.4. POWERS OF GRAM SABHA No institution can function without de jure powers provided to it by a competent authority. Indian sovereignty allows all institutions with a constitutional mandate to function in a manner that helps the institution to dispose of its responsibilities in a judicious manner. Rural local government institutions being the lowest level of functionary in a state require specific power distribution that helps them maintain autonomy in the deployment of the requisite resources for the development of the village. The powers of a gram sabha as specified in the PESA Act, 1996 can be divided into the following four categories:

75 1)Mandatory powers 2) Powers to be consulted 3) Recommendatory powers 4) Power to be devolved by the State Government The details of these powers are: 1) Mandatory powers: Certain powers are mandatory in nature for the Gram sabha to have because without them their existence and functionality would be rendered close to dormancy. The mandatory powers assigned to the Gram Sabha in this category are three-fold: a) Gram sabha has the power to approve the plans, programmes and projects for the social and economic development of the village community. The village panchayat in no way can take the lead in the implementation of projects without it being approved by the gram sabha. b) Power to identify beneficiaries of poverty alleviation programmes such as food distribution programmes, MGNREGA etc. c) Power to give certification of the utilization of funds by the panchayats for the above programmes is also held by the gram sabha. The implementation of projects for the social and economic development of tribal communities is therefore done in accordance with the gram Sabha. 2) Powers to be consulted: Being the institution to look after rural areas, the land becomes a very important factor here, especially in matters related to land acquisition. The PESA act provides Gram sabhas to have consultative powers in matters related to land acquisition for governmental projects. Any matter related to the acquisition of land in the Scheduled Areas by the authorities concerned for the development of projects is to be consulted with the Gram sabha first and then only necessary proceedings are done. The secondary issues related to land such as the process of resettling or rehabilitating persons (before the acquisition is done) affected by such projects in Scheduled Areas are also under the purview of gram panchayat through the gram sabha. 3) Recommendatory powers: natural resources are most of the time found in areas that are not urban in nature and thus require recommendation-based permission to extract. When such resources are found in rural areas, it is the gram sabha that becomes the recommendatory body without which exploration in the area isn't permitted as the gram sabha is the body that will in future in directly or indirectly affected by the exploration process and subsequent developments. Prior recommendations are thus compulsory from the gram sabha. The matters that are usually associated with such powers are the following- •

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for grant of prospecting licence or mining lease for minor minerals in the Scheduled Areas. 76 •

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grant of concession for the exploitation of minor minerals by

auctions. 4) Powers to be devolved by the State Government: the local rural bodies function under the district administration which makes up the top tier of decentralized governance but in the macro narrative of Indian administration, the local bodies are under the jurisdiction of the respective State governments. The Act, clearly specifies that State Governments will endow

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panchayats in the Scheduled Areas with such powers and authorities as considered necessary to enable them to function as institutions of self-

governance. The
gram sabha is therefore given powers that will be helpful in regulating certain facets of village life according to the wishes of the populace there. These powers vary from village to village and even state to state. The gram sabha therefore in actuality has in its domain the power to enforce a prohibition on or regulate the sale of certain goods or products. The gram sabha with the help of the panchayat can have ownership over minor forest produce to be provided for the people of the village residing in nearby areas from where the product has been collected. In addition to that, the gram sabha prevents the

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alienation of land and takes appropriate action to restore any unlawfully alienated land of scheduled tribes. The

village economy is also dominated by the markets and exchanges of various kinds that function in and around the areas. The gram sabha has the power to exercise control over institutions and functionaries in the social sector and plans such as tribal sub-plans, to manage village markets, and to exercise control over money lending. The state government also provides powers to the gram sabha to have jurisdiction of what is called village commons. These commons include areas such as grazing land, village ponds for communal purposes and wells. These resources are put under the jurisdiction of the gram sabha for regulation and proper utilization. Gandhi had once said that the Indian soul resides in its villages, village empowerment has therefore been a crucial aspect of the Indian development story. This has been possible by empowering the institutions that make the villages join the general development trend, village panchayats under the ambit of gram sabhas have been crucial in achieving this. 5.5. CONCLUSION No country can develop with an exclusivist model of development. India is a country with a huge population, a culturally diverse population, regional variations of gigantic proportion and varied socio-economic realities. Indian experimentation with its local governance has been long but its final form came only with the 73 rd amendment in 1992 that created the 3-tier Panchayati raj system in all the states. The gram sabha became a unique institution in this system providing a system of direct democracy which is unparalleled in Indian institutions, here the people are part of their decision- making process, and their opinions determine their developmental programmes. The people that live in Indian villages have been brought to the mainstream administration with the help of these institutions that were created with the abovementioned amendment. The gram sabha has thus been a pioneering institution that has brought power to the periphery. This power is exemplified in socio-
77 political and economic ways which encompass not only resources and products but values and responsibilities as well. 5.6. SUMMARY • The Gram Sabha comprises the cumulative population residing in a village with all adults being its members. It is the sole institution that maintains the ideal of direct democracy in its functioning in India. • The Gram sabha elects the gram panchayat which in a way is the monitoring body of the village and functions as the executive of the panchayat. The Panchayati raj system has been able to meet the demands of the people of the villages and realize the aspirations mainly due to the adeptness of the gram sabha. • The constitution post-1992 has provided legal status to local government institutions such as the panchayats, gram sabhas and Zila parishads. This has provided them with powers that help them maintain stability in the area and induce developmental programmes launched by the state and union governments in areas of concern such as food distribution, allocation of resources, and recommendations for improving public policy. • The Panchayats (Extension to Scheduled Areas) Act (PESA) confers significantly greater powers on Gram Sabhas in Scheduled Areas to take on issues related to the day-to-day living of the people in these areas such as water, sanitation, markets, land and other resources. • Decentralized governance has been uplifted in an unprecedented manner due to local institutions functioning in a manner that is in synergy with government policies and with people's aspirations as well. 5.7. KEYWORDS 1. Cumulative- the resultant of any activity by incorporating all data up to the present is a cumulative resultant. 2. Synergy- the interaction or cooperation of two or more organizations, substances, or other agents to produce a combined effect greater than the sum of their separate effects. 3. Village commons- The commons are the cultural and natural resources accessible to all members of a village, including natural materials such as grounds, ponds, wells, roads etc. These resources are held in common even when owned privately or publicly 4. Rehabilitation- Rehabilitation is defined as a set of measures taken to properly remove/displace a person from a certain place and provide a replacement without harming his/her livelihood or material resources to ensure even after the process the person's normal life isn't hindered.
78 5. MGNREGA- The Mahatma Gandhi National Rural Employment. Guarantee Act whose goal is to provide at least 100 days of guaranteed wage

80% **MATCHING BLOCK 157/222** **SA** Decentralised Planning and Development Works [... (D32239146)

employment in a financial year to every rural household whose adult members volunteer to do unskilled manual work. 6.

Direct democracy- Direct democracy or pure democracy is a form of democracy in which the electorate decides on policy initiatives without elected representatives as proxies. This differs from the majority of currently established democracies, which are representative democracies. 5.8. MODEL QUESTIONS Short questions • What is meant by village commons and why they are important in rural areas? • What is the role of the Governor of a state in matters related to gram sabha? • Write about the articles that provide mandates to gram sabhas and their features? Medium questions • Panchayats (Extension to Scheduled Areas) Act (PESA) provide more powers to the gram sabhas? • Discuss how the 73 rd amendment changed the face of the Panchayati raj in India? • Decentralization of administration has been beneficial to villages. Explain? Long questions • Write in detail the powers of gram Sabha? • What according to the Supreme Court of India defines a village? • Explain how gram sabha has been a unique institution in providing development to the villages in India? 5.9. REFERENCES Aslam, M. & Singh, R.P., (2001), "Evolution of Panchayati Raj and the Constitution" (73rd Amendment) Act, 1992, IGNOU project material, New Delhi. Mandal, A. (2012). Grassroots Governance: Gram Sabha in West Bengal. Rawat Publications. National Institute of Rural Development, (1995), "

87% **MATCHING BLOCK 159/222** **SA** Chapter-1.pdf (D34109902)

Panchayati Raj Institutions in India: An Appraisal", National Institute of Rural Development,

Hyderabad. Oomen, M. A., (1995), "Panchayati Raj Development Report", Institute of Social Sciences, New Delhi.
79 BLOCK III PANCHAYATI RAJ INSTITUTION: POWERS AND FUNCTIONS STRUCTURE 1.1 OBJECTIVES 1.2 INTRODUCTION 1.3EFFECTIVENESS OF THE PANCHAYATI RAAJ SYSTEM DURING 1954 TO 1992 BEFORE PASSING THE 73 rd AMMENDMENT ACT 1.4 POWER AUTHORITY AND RESPONSIBILITY OF PANCHAYAT 1.5 GENERAL POWERS AND DUTIES OF THE GRAM PANCHAYATS 1.6 POWERS TO MAKE GENERAL ORDER 1.7 PANCHAYAT SAMITI 1.8 Zila Parishad 1.9 FINANCES 1.10 District Planning Committee 1.11 CONCLUSION 1.12 SUMMARY 1.13 KEYWORDS 1.14 MODEL QUESTIONS (Short question-answer type) 1.15 REFERENCES
80 1.1 OBJECTIVES • It teaches people the first lesson of democracy • It brings political awareness in rural people • People are able to solve their problem through mutual cooperation • It helps the people to directly participate in decision making • It helps in the decentralization of power. • It helps people to understand the power and functions of different level of Panchayati Raj system. • It helps people to have knowledge regarding the financial structure of Panchayati Raj System. • It helps to know the effective use of the Panchayati infrastructure to combat the different crisis situation (Ex - natural calamity) 1.2 INTRODUCTION Since independence India's main aim was an all-round development of the countrywith men thrust on agriculture, industry, communication, education, and allied sectors.But soon it became evident that India could not prosper keeping its rural areas in the dark.With this view efforts were made to strengthen people's participation in the Indian polity.Keeping this in mind Panchayati Raj system came into vogue to ensure people's active participationin the nation building process from the grass root level itself, so that people can feelthemselves to be a part of the nation. By taking the help of the system the authority wantedto co-ordinate among the diversified interests of the people right from thegrass root level. This way the authority could also legitimise themselves.

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Article 40 of the Directive Principles of State Policy of the Indian Constitution gives directionto the state "to organise village panchayats

as units of self -government". With this objectiveand as a part of the planning process the Community Development (CD) program was initiatedin the country on December 2nd,1952. All aspects of rural development were covered in this program to be carried out with the help of village panchayats and public participation. It was intended to exploit the vast resources in the countryside to promote scientific method in the agriculture, cottage and small-scale industries, in order to create job facilities and to induce the spirit of self-help within the in rural population, with the intention of social change through cooperation. India's Panchayati Raj system is based on the principle of decentralization and the devolusion of power. According to World Bank, authority and responsibility of functions ought to be decentralised from the central government up to local government to ensure efficiency, accountability and empowerment. World Bank justifies decentralization as • It gives greater voice and choice to citizen to influence decisions that affect their lives, • It allows local governments to respond dynamically to communities.
81 • It results in allocative efficiency by matching of local needs and preferences with patterns of local public expenditure (assumes substantial fiscal autonomy.)

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The Constitution of India in Article 40 enshrines, " the state shall take steps to organise village panchayats and endow them with such power and authorities as may be necessary to enable them to function as units of self-government".

In
order to implement this program several committees were constituted by the Government of India. Now CDP failed to work for a number of factors. So a committee was established headed by Balwant Rai Mehta in 1957 to judge the community development initiative This
Committee suggestedfor
the establishment of a democratic centralised local government that would be known as the

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Panchayati Raj, with the aim to settle the local problems locally and to make the people politically conscious.

It recommended for

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three tier Panchayati Raj system (Gram Panchayat, Panchayati Samiti and Zila Parishad) directly elected

representative in

85%	MATCHING BLOCK 162/222	W

the Gram panchayat and indirectly elected representatives to form Panchayat Samiti and Zila Parishad

entrusted with the function of planning and development. Here Zila Parishad would be the advisory, supervisory body, whereas Panchayat Samiti would act as the executive body and District Collector would function as the chairman of the Zila Parishad. Ashok Mehta Committeewas formed in 1977 to boost of the declining Panchayati Raj system with its recommendation. The Committee suggested for two tier system in replacement of three

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tier system with Zila Parishad at the district level and Mondal Panchayatas a cluster of groups of villages with a combined population of 15000 to 20000

people who would enjoy compulsory taxation powers to mobilize their own funds. GVK Rao committee in the year 1985, came with the suggestion that Zila Parishad would supervise and manage the development program at the district level with the sole responsibility to materialise the scheme of Democratic decentralisation. They also suggested for the

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post of District Development Commissioner who would act as the chief executive officer of the Zila Parishad and

elections
of the Panchayati Raj system to be held
in a regular manner. LM Singhvi committee was created in the year 1986 they were having the following main suggestions • Reorganization of village to make the gram panchayat more effective • Arrangement of necessary funds for them to function properly. All the above committees were of the view to constitute Panchayat as the effective means of development activities in the grass root level with the voluntary participation of the village people to fulfil the goal of real participatory democracy.
82

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Currently, the Panchayati Raj system is present in all states barring Nagaland, Meghalaya and Mizoram and in all Union Territories except Delhi.

Besides them some other areas of India are not having Panchayati Raj system - Manipur with district Council, Darjeeling district of West Bengal with Darjeeling Gorkha Hill Council and tribal and schedule areas in the state are not having Panchayati Raj system. April 24 th is celebrated as the National Panchayati Raj day as in this day political power was decentralized up to village level in India. 73 rd Constitutional Amendment Act 1993 paved the way for the implementation of Panchayati Raj system. The Constitution of India defines Panchayat as 'Institutions of self-government'. India is having 253163 Gram Panchayats 6614 Panchayat Samities and 630 Zila Parishads as of January 2019.We find the existence of Panchayat

44% **MATCHING BLOCK 166/222** **W**

or village assemblies long before the independence of India as a self- governing Institutions which had distinct functions and were guided not only by the collective will but also by the collective will of the entire rural

population. After the Independence, Rajasthan Panchayat Act was enacted and the village panchayats are established. In this sense, one can project Rajasthan as a Pioneer in experiencing decentralized three tier system of the representative bodies at the village, block and district level. On 2 nd October 1959, the then Prime Minister Pandit Jawaharlal Nehruinaugurated the three-tier system later came to be known as the Panchayati Raj at Nagour in Rajasthan. The first election under Rajasthan Panchayat Samiti is and Zila Parishad at for the development of the rural area took place in the year 1959. By 1968 almost all the states of India could introduce Panchayati Raj to effectively implement the principle of democratic decentralization and to introduce self-rule for the development of the rural area. Although the states tried to materialize the projectfollowing the Recommendation of the B R Mehta committee, some differences were noticed in their features as the states past their individual laws themselves according to the perceived requirements. The 11 th schedule was added in the constitution of India by the 73 rd Amendment Act in the year 1992.Other than panchayat's power, important issues like

100% **MATCHING BLOCK 167/222** **W**

rural development, poverty alleviation,market, roads and drinking water etc

have been covered in this schedule. This schedule contains 29 subjects. We find

84% **MATCHING BLOCK 168/222** W

the following functional items to be dealt with this schedule. • Agriculture including agricultural expansion 83 • Land improvement, implementation of Land reforms, land consolidation and soil conservation • Agricultural husbandry dairying and poultry • Fisheries industry • Minor irrigation water management and watershed development • Social Forestry and farm forestry • Small scale industries in which food processing industry is involved • Minor forest produce • Safe water for drinking • Khadi village and cottage industry • Rural housing • Fuel and fodder • Rural electrification including distribution of electricity • Roads, culverts, bridge, ferries, waterways and other means of communication. • Education including primary and secondary school • Non-conventional source of energy • Technical training and vocational education • Adult and non-formal education • Public Distribution system • Maintenance of community assets • Welfare of weaker sections in particular of the Schedule Caste and Schedule Tribes. • Social welfare including

the

100% **MATCHING BLOCK 169/222** W

Welfare of the handicapped and mentally retarded • Family Welfare • Women and Child development • Markets and fairs • Health and sanitation including hospitals Primary Health centres and dispensaries • Cultural activities • Libraries • Poverty Alleviation Programmes

Again,

100% **MATCHING BLOCK 170/222** W

a new part IX to the Constitution titled 'The Panchayats'

was added. Here Article 243G talked about the powers, authorities and responsibilities of the Panchayats and 243H empowers the Panchayats to impose taxes.
84 1.3 EFFECTIVENESS OF THE PANCHAYATI RAAJ SYSTEM DURING 1954 TO 1992 BEFORE PASSING THE 73 rd AMMENDMENT ACT During this time frame, different states tried to achieve their objectives related to Panchayati Raj system. But they fail to bring forth any radical change in the life as was expected due to certain impediments. The project shows only partial achievements in certain areas. Structural weakness like politicisation, partition politics, factionalism, unbridled interference by the government, lack of awareness, inefficient functioning of the Gram Sabha, illiteracy coupled with social economic drawbacks like acute poverty, paucity of funds led to the unavoidable failure in the working of the Panchayati Raj system. 1.3.1 73 RD AMMENDMENT ACT 1992 73rd Amendment Bill was passed to rejuvenate the Panchayati Raj institutionin 1992. It gave stress on effective regular functioning of the institution.According to Art 243
G
of the 73 rd Amendment Act,

82% **MATCHING BLOCK 171/222** W

the Legislature of a state may by law, bestow upon the Panchayat with such powers and authorities as may be required to enable them to function as Institutions of self-Government and such law may contain provision for the devolution of powers and responsibility upon Panchayat, at the appropriate level, subject to such condition as may be specified therein with respect to • the preparation of plans for economic development and Social Justice • the implementation of scheme for economic development and Social Justice as may be interested to them including those in relation to the matters listed in the eleventh schedule.

In the 73
rd Amendment
Act,
it is said

92%	MATCHING BLOCK 172/222	W

that Gram Sabha may exercise such powers and perform certain functions at the village level as the Legislature of a state may by law provide.

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Gram Sabha is the general assembly of all the people of a village who have attained the age of 18 years and their name is entered in the voter list.

Again, it is said

100%	MATCHING BLOCK 174/222	W

there shall be constituted in every State Panchayats at the village (

Gram Panchayat), intermediate (Panchayat Samiti) and district level (Zila Parishad). In accordance with provision of this part, the Gram Panchayat is the executive of Gram Sabha being the
85 most important unit of the rural local government it is directly elected by all the voters residing within the area of the Panchayat.

97%	MATCHING BLOCK 175/222	W

After the 73 rd Amendment, • The scope of functions of Gram Panchayat was widened. Such important functions like preparation of Annual Development Plan of Panchayat area, annual budget, relief in natural calamities, removal of encroachment of public lands and implementation and monitoring of poverty alleviation programmes are now expected to be performed by

the panchayat. •

94%	MATCHING BLOCK 176/222	W

Selection of beneficiaries through Gram Sabhas, public distribution system,non- conventional energy source, improve chullahs, biogas plants have also been given to gram panchayats in some States. 1.4

POWER AUTHORITY AND RESPONSIBILITY OF PANCHAYAT

89% **MATCHING BLOCK 179/222** **SA** Decentralised Planning and Development Works [... (D32239146)

Subject to the provisions of the Constitution, the Legislature of a state may, by law, endow the panchayats with such powers and authority as may be necessary to enable them to function as 'Institutions ofself-Government' and such law may contain provisions for the devolution of powers and responsibilities upon panchayats at the appropriate level, subject to such condition as may be specified therein, with respect to, • the preparation of plans for economic development and Social Justice • the implementation of schemes for economic development and Social Justice as may be entrusted to them including those in relation to the matters listed in the 11th schedule.

86% **MATCHING BLOCK 178/222** **W**

Some States distinguish between obligatory that means compulsory and optional functions of gram panchayats while other states do not make this distinction. The civic functions relating to sanitation, clearing of public roads, minor irrigation, public toilets and lavatories, Primary Health Care, vaccination, the supply of drinking water, construction of public wells, rural electrification, social health and primary and adult education etc. are obligatory functions of Village Panchayat. The optional functions depend on the resources of the Panchayats. They may or may not perform such functions as tree plantation on road sides, setting up of breeding centre for cattle, organising child and maternity welfare, promotion of agriculture etc. 86 1.5

GENERAL POWERS AND DUTIES OF THE GRAM PANCHAYATS Now we take a detailed account regarding the general powers and duties of the gram panchayat within the limits of the fund at its disposal, it has to make arrangements for the satisfaction of the needs of its area in respect of the following matters • Any public place including its sanitation the drains • Wells, water pump, springs, Ponds and tanks

100% **MATCHING BLOCK 180/222** **SA** Decentralised Planning and Development Works [... (D32239146)

for the supply of water for drinking washing and bathing •

burial and cremation grounds • the lighting of public places • building for accommodation of travellers • ponds for animals • the relief for the poor • public health and sanitation • the organisation and celebration of public festivals, other than religious festivals • the improvement of the breed of animals used for agricultural or domestic purpose • public Gardens, playground, establishment and maintenance of Recreation parks, organisation of games, sports supply of sports material and holding of tournaments • libraries and reading rooms • the voluntary registration of the sales of cattle, camels and horses • the development of Agricultural and village industries • starting and maintaining a grain fund for the cultivators and lending them seeds for sowing purposes on such condition as the Gram Panchayat may approve • the construction. repair and maintenance of public places and buildings of public utility • allotment of places for preparation and conservation of manure • construction and maintenance of culverts and bridges • the laying out of new roads and pathway and maintenance of existing ones • framing and carrying out schemes for the improved method of cultivation and management of land to increase production • supply of water for domestic use and for cattle • the organisation of 'Young Farmers club' and 'Mahila Mandal' for the organisation of games and sports and execution of development, social and cultural works in the Sabha area • planting and preservation of trees • measures to promote the moral, social and material will-being or convenience of the inhabitants of the Sabha area

87 • community listening, and • organisation of village voluntary force for watch and ward and for assisting the executive in the discharge of its function. 1.6 POWERS TO MAKE GENERAL ORDER • prohibit the use of water of a well, pond or other excavation suspected to be dangerous to the public health • regulate or prohibit the watering of cattle or bathing or washing at or near wells, ponds or other excavations, reserved for drinking water • regulate or prohibit the steeping of hemp or any other plant in or near ponds and other excavation within 220 yards of the residential area of a village • regulate or prohibit the dyeing or tanning of skins within 440 yards of residential area of a village • regulate or prohibited the excavation of earth or stone or other material within 220 yards of residential area of a village • regulate or prohibit the establishment of brick kilns and charcoal kilns within 880 yards and pottery kilns 220 yards of the residential area of a village. 1.6.1 Power to name streets and numbering of houses Gram Panchayat may select name to be given to a street by affixing into or painting it on any building or otherwise in such a position or manner as it may think fit. 1.6.2 Judicial function in respect of criminal offences Every panchayat with enhanced power and every Adalti Panchayat shall have jurisdiction to try: • the offences mentioned in Schedule B of the Gram Panchayat Act,1952 provided that the value of the property concerned within the offences is not in excess of 250 rupees, shall not empower the said Panchayats to try any person liable to enhance punishment under section 75 of the I.P.C • any other offences not punishable with imprisonment for more than two years which Government may by notification, declare to a triable by such panchayats. 88 For the purpose of deciding whether an offence falls within the jurisdiction of a Gram Panchayat, the provisions of section 179 to 182 of the Code of Criminal Procedure 1898, shall apply Panchayat shall be deemed to be a criminal court when trying criminal cases. 1.7 PANCHAYAT SAMITI The intermediate tier in the Panchayati Raj System is called the Panchayat Samiti. Panchayat Samiti has been given different names in different states. Janapada Panchayat in Madhya Pradesh, the Anchalik panchayat in Assam, the Panchayat Union Council in Tamil Nadu the Kshetra Samiti in Uttar Pradesh etc though the most popular name happens to be the Panchayat Samiti. 1.7.1 POWERS AND FUNCTIONS 1. Agriculture • multiplication and distribution of improved seeds • distribution of fertilizers • popularization of improved techniques, methods and practices and improve implementation. • achieving self-sufficiency in the green manure and composting of farmyard manure • encouraging fruit and vegetable cultivation • reclamation of land and swamps and conservation of soil • providing credit for agriculture purposes • propagating and assisting in plant protection methods • bringing more area under irrigation by renovating and sinking wells, repairing and digging private tanks and maintaining government minor irrigation sources and supply channels • utilising more power for agricultural purposes • exploiting more power from agricultural purposes • exploiting underground water sources by sinking well filter points and tube wells • tree planting • growing of village forest. 2. Animal Husbandry and Fisheries • Upgrading local stock by introducing pedigree breeding bulls and castrating serub Bulls • introducing improved breeds of cattle, sheep, pigs and poultry 89 • controlling contagious diseases by systematic protection • introducing improved fodders and feeds • establishing and maintaining of artificial insemination centres, first -aid centres and minor veterinary dispensary • dairying and milk supply • developing inland fisheries • educating the people about the importance of cattle 3. Health and Rural Sanitation • Maintenance and expansion of health services including vaccination and control of epidemics • provision of protected drinking water facilities • dissemination of knowledge regarding family planning • inspection of aushdhalayas, dispensaries Maternity centres and Primary Health centres. • carrying out environmental sanitation and health campaigns and educating the public in Nutrition, Maternity and Child Health and Communicable diseases • popularizing smokeless chillers • antimalarial measures and destruction of locust, rats and other pests 4. Communication

83%	MATCHING BLOCK 181/222	SA	TANVEER dissertation on panchayat1111 NEW 24 P ... (D116542424)

Construction, repair and maintenance of inter-village road and culverts on such roads and other means of communication. 5.

Social Education • the creation of a new outlook among the people and making them self-reliant, hard-working and responsive to community action and in particular • establishment of information community and recreation centres • establishment of Youth organisations Mahila Mandal,FarmerClubs, Village Clubs and the like • establishment and popularization of library • organisation of watch and ward • encouragement of voluntary sanitary squads • training and utilisation of the services of Gram Sahayak • promotion of physical culture by encouragement of games and sports.

90 6. Co-operation • promotion of co-operation by helping the establishment and strengthening of service of co-operative, industrial, irrigation, farming and other societies • participation in and assistance to service co-operatives 7. Miscellaneous • Development of Cottage and small-scale industries in order to provide employment opportunities and to promote village self sufficiency • management of all property vested in the Panchayat Samiti • inspection and maintenance of serais, rest houses, markets, public parks and gardens and other public institutions • securing or removing dangerous buildings or places • Regulation and control of vehicular traffic on road other than motor traffic • Construction, repair, and maintenance of relief works, relief houses and other measures of relief on account of famines, floods, earthquakes and calamities of like nature • management of such public ferries as may be interested to the charge of the Panchayat Samiti • establishment and management of ponds • organisation and management of Panchayat Samiti fairs, agricultural shows and industrial exhibition • encouragement of thrift through small savings and insurance • disposal of unclaimed dead bodies • management of any property vested in the government which the government may entrust to the Panchayat Samiti. • registration of births, deaths and marriages • regulation of offensive and dangerous trades and practices • any other local works on measures likely to promote the health, comfort, convenience and interest of the public • any other matter which the government may generally or in respect of a particular Panchayat Samiti declare to be fit and appropriate matter to be brought under the control and administration of the Panchayat Samiti. 1.8

73% **MATCHING BLOCK 184/222** **SA** uddinnazim787@gmail.com.docx (D153883557)

Zila Parishad The Zila Parishad is the district level top tier of the Panchayati Raj.

It operates at the district level and
looks after the rural areas of the district. The Zila Parishad is a corporate body having perpetual
91 succession and a common seal. It has the power to acquire, hold and dispose of property and to enter into contracts. As a corporate body it can be sued. While 'Zila Parishad' happens to be the most commonly used name for this top tier of the Panchayati Raj, in Assam, it is known as Mahakum Parishad (sub-divisional level). In Tamil Nadu and Karnataka, it is known as the District Development Council, and in Gujarat, the District Panchayat. The powers and functions of Zila Parishad vary considerably from State to State. In Karnataka and Tamil Nadu, the Zila Parishad is coordinating body which exercises general supervision over the working of the Panchayat Samitis and advises the Government on the implementation of the development schemes. Besides these duties, in Andhra Pradesh, the Zila Parishad has some executive role in the establishment, maintenance and expansion of secondary educational, vocational and industrial schools. It also discharges the functions of the Panchayat Samitis in respect of non-samiti blocks. In Maharashtra, the Zila Parishad is the strongest tier of the Panchayati Raj and is vested with executive functions in various fields, including planning, development and advising of the State Government. In Gujarat and Uttar Pradesh also the Zila Parishad is vested with administrative functions in various fields. In the remaining States, the Zila Parishad has no specific executive power and it is only a supervisory and coordinating body. 1.8.1 POWERS AND FUNCTIONS The main functions of the Zila Parishad can be listed as follows: (1) Development of Agriculture. (2) To set up and maintain warehouses. (3) To train the farmers. (4) Land Reclamation and Conservation. (5) Development of Irrigation. (6) Water utilisation in an optimum way. (7) Rural Electrification. (8) Distribution of Essential Commodities to the people. (9) To collect and publish data regarding Panchayats, Panchayat Samities and the ZilaParishad. (10) To develop marketing network for marketing agricultural produce. (11) Conservation and development of forests. (12) To look after the development of Animal Husbandry, Dairy and Fisheries.

92 (13) To organise Cold Storage facilities. (14) Development of Small scale and cottage industries. (15) Encouragement to cottage industries. (16) Construction and maintenance of roads. (17) Organisation of Health facilities. (18) To promote Rural Housing. (19) To look for spreading education (20) To take steps for the welfare of weaker sections of society. (21) To undertake poverty alleviation programmes. (22) To celebrate national festivals. (23) To organise cultural meets and festivals. (24) To undertake programmes for social reforms. (25) To encourage small savings. (26) To perform functions delegated by the State government. The Zila Parishad is expected to function as an advisory and supervisory body over the Panchayat Samitis. In this sphere, its functions relate to: (a) examination and approval of the budgets of the Samities, (b) distribute funds allotted to the district by the government to the Samities. c) supervise generally the activities of the Samities in the district, (d) co-ordinate and consolidate the plans of the blocks and prepare plans in respect of the entire district, (e) secure the execution of plans, projects, schemes or other works common to two or more blocks, (f)exercise and perform such of the powers and functions of the district board as are transferred toit, (g) advise the government on all matters relating to development activities and maintenanceof services in the district, (h) advise the government on the allocation of work among Panchayatsand Panchayat Samitis and coordination of their work,
93 (i) advise government on matters concerning the implementation of statutory or executive order referred to it, (j) publish statistics and other information, (k) obtain information from the local bodies, (l) establish, maintain and expand secondary, vocational and industrial schools, and (m) administration of trusts 1.9 FINANCES 1.9.1 Gram Panchayat: SOURCES OF FUND Although the amount of money transferred to Panchayat by

40%	MATCHING BLOCK 182/222	W

the Central or State Government account for the bulk of its revenue, the Panchayat Raj Institution PRI's resource generation is the lifeblood of its finances. It also ensures the presence of a local taxation system that

guarantees the people's participation in the working of an elected body. This also holds the Gram Panchayat accountable to the Citizens. Gram Panchayat are better placed in terms of resource collection as

75%	MATCHING BLOCK 183/222	W

the other two tires rely solely on toll, fees and non-tax revenue to generate internals resources. The

Panchayat derived its taxing power mainly from article 243H, law which states

75%	MATCHING BLOCK 185/222	SA	Decentralised Planning and Development Works [... (D32239146)

that the Legislature of a State may, by law, • Authorise a Panchayat to charge, collect and appropriate such taxes, duties and tolls and fees

according to such procedures and restrictions • assign to a Panchayat the

78%	MATCHING BLOCK 186/222	SA	Decentralised Planning and Development Works [... (D32239146)

taxes, charges tolls and fees imposed and collected by the state Government for such purposes and with such conditions and limits • Provide for

the State's Consolidated Fund to make such grants in aid to the Panchayat and • Provide for the establishment of such funds for the crediting of any funds

52%	MATCHING BLOCK 189/222	SA	Decentralised Planning and Development Works [... (D32239146)

received by or on behalf of the Panchayat as well as the withdrawal of such funds as may be stipulated by law • The

majority of taxation powers has been delegated to Village Panchayat under state Panchayat Raj act. The revenue realm of intermediate and District Panchayat (both tax and non-tax) has been reduced significantly and is now restricted

72%	MATCHING BLOCK 187/222	W

to secondary areas like ferry services, market, water and conservancy services, automobile registration, stamp duty, cess and a few others •

According to several state legislature the village panchayat is responsible for

89%	MATCHING BLOCK 188/222	W

a variety of taxes, levies, tolls and fees. Octroi, Property/House Tax, profession tax, land tax/cess, 94 taxes/tolls on vehicles, entertainment tax/ fees, license fees, tax on non-agricultural land, fee on cattle registration, sanitation/drainage/Conservancy tax, water rate/tax, lighting rate/tax, education cess and tax on fairs and festivals

are just a few examples. 1.9.2 Panchayat Samiti Finances For every Panchayat Samiti there shall be constituted a Panchayat Samiti

83%	MATCHING BLOCK 190/222	SA	7 Thesis Chapter Firoj Biswas GG9889 Geography ... (D118055363)

Fund bearing the name of the Panchayat Samiti and there shall be placed to the credit thereof— (a) contribution and grants, if any, made by the Central or the State Government

including such part of the land revenue collected in the State as may be determined by

55%	MATCHING BLOCK 191/222	SA	7 Thesis Chapter Firoj Biswas GG9889 Geography ... (D118055363)

the State Government; (b) contributions and grants, if any, made by the Zila Parishad 1 [or the Mahakuma Parishad or the Council] or any other local authority; (c) loans, if any, granted by the Central or the State Government

or raised by the Panchayat Samiti on Security of its assets; (d)

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all receipts on account of tolls, rates and fees levied by it; (

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e) all receipts in respect of any schools, hospitals, dispensaries, buildings, institutions or works, vested in, constructed by or placed under the control and management of the Panchayat Samiti; (f) all sums received as gift or contributions and all income from any trust or endowment make in favour of the Panchayat Samiti; (g) such fines or penalties imposed and realised under the provisions of this Act or of the bye-laws made thereunder, as may be prescribed; and (h) all other sums received by or on behalf of the Panchayat Sam ill. 1 Explanation— A Panchayat Sam in shall riot receive to the credit of its fund— (a) any loan from any individual, severally or jointly, or any member or office bearer of the Panchayat Samiti, or (b) any gift or contribution from any individual, severally or jointly, or any member or officer bearer of the Panchayat Samiti save and except in pursuance of a resolution adopted in a meeting of the Panchayat Samiti accepting such gift or contribution and stating the purpose for which such gift or contribution is offered and accepted. (2) Every Panchayat Samiti shall set apart and apply annually such sum as may be required to meet the cost of its own administration including the payment of salary, allowances, provident fund and gratuity to the officers and employees. (3) Every Panchayat Samiti shall have power to spend such sums as it thinks fit for carrying out the purposes of this Act. (4) The Panchayat Samiti Fund shall be vested in the Panchayat Samiti and the balance to the credit of the Fund shall be kept in such custody as the State Government may, from time to time, direct. Also, incomes are generated from levy tolls on persons, vehicles or animals or any class of them at any tollbar established by it on any road other than a Kutcha road or any bridge vested in it or under its management, (b) levy tolls in respect of any ferry established by it or under its management, (c) levy the following fees and rates, namely:— (i) fees on the registration of vehicles; (ii) a fee for providing sanitary arrangements at such places of worship or pilgrimage, fairs and melas within its jurisdiction as may be specified by the State Government by notification. 1.9.3 Zila Parishad Finances

95 All money received by a Zila Parishad constitutes a fund called the Zila Parishad Fund. All money received by the Zila Parishad is kept in a Government Treasury or Sub-Treasury or in the bank to which the Government Treasury business has been made over, unless the government in any case otherwise permits. All orders or cheques against the Zila Parishad Fund are to be signed by the Secretary. The Sources of income of a Zila Parishad consist of: (i) the Central or State Government funds allotted to the Zila Parishad; (ii) a share in the Land Reserve collected from the Zila Parishad area. (iii) grants from All India bodies and institutions for the development of cottage, village and small-scale industries, and the like; (iv) state taxes or fees as may be prescribed; (v) income from trusts administered by the Zila Parishad; (vi) such income of the District Board as the Government may by order, allocate to it; (vii) Zila Parishad can raise loans. (viii) donations and contributions from the Panchayat Samitis or from the public in any form; and (ix) such contributions as the Zila Parishad may levy from the Panchayat Samitis with the previous approval of the Government. The expenses of the Zila Parishad include the salaries and allowances of the officials of the Zila Parishad, and allowances, if any, to be paid to the members of Zila Parishad or any Consultative Committee thereof. The Chief Executive Officer of a Zila Parishad, frames and places before the Zila Parishad, on or before the prescribed date, an annual budget showing the estimated receipt and expenditure during the next financial year. Thus, Rural Local Government in India continues to be a three-tier structure. The 73 rd Constitution Amendment Act has ensured the continued operation of the institutions of Panchayati Raj. It has given additional powers and sources of revenue for enabling these to work efficiently. The involvement and empowerment of rural women has been secured by giving them reservations for becoming the members and chairpersons of Panchayats, Panchayat Samities and Zila Parishads. 1.10 District Planning Committee

96 Article 243 ZD mentions that

100% **MATCHING BLOCK 192/222** W

there shall be constituted in every State at the district level a District Planning Committee to consolidate the plans prepared by the Panchayats and the Municipalities in the district and to prepare a draft development plan for the district as a whole. The Legislature of a State may, by law, make provision with respect to — (a) the composition of the District Planning Committees; (b) the manner in which the seats in such Committees shall be filled: Provided that not less than four- fifths of the total number of members of such Committee shall be elected by, and from amongst, the elected members of the Panchayat at the district level and of the Municipalities in the district in proportion to the ratio between the population of the rural areas and of the urban areas in the district; (c) the functions relating to district planning which may be assigned to such Committees; (d) the manner in which the Chairpersons of such Committees shall be chosen. (3) Every District Planning Committee shall, in preparing the draft development plan, — (a) have regard to — (i) matters of common interest between the Panchayats and the Municipalities including spatial planning, sharing of water and other physical and natural resources, the integrated development of infrastructure and environmental conservation; (ii) the extent and type of available resources whether financial or otherwise; (b) consult such institutions and organisations as the Governor may, by order, specify. The Chairperson of every District Planning Committee shall forward the development plan, as recommended by such Committee, to the Government of the State.

99% **MATCHING BLOCK 193/222** W

The Constitution of India provides the DPCs two specific responsibilities. In preparing the draft development plan, the DPC shall have regard to matters of common interest between the Panchayats and the municipalities, including spatial planning, sharing of water and other physical and natural resources, the integrated development of infrastructure and environmental conservation and the extent and type of available resources, both financial or otherwise. The DPC in this endeavour, is also mandated to consult such institutions and organizations as may be specified. In order that the plans at different levels are prepared, there is need to strengthen the system comprising the machinery of planning and the process of consolidation of plans at the district level. There is confusion in states as to whether the DPC is to be established as a separate and permanent office or whether it denotes only a meeting that is periodically called and which can be serviced by a part-time secretariat. There is a feeling that the DPC ought not to emerge as yet another layer of bureaucracy to vet people's plans. At the same time, the fact that the DPC is held intermittently and 97 without permanent support undermines its effectiveness as a constitutional institution and a coordinating mentor. On balance, the DPC merits the status of a permanent institution, with adequate secretariat to service it at the district level. It could also be provided the means of drawing experts to assist it whenever required. 1.11

CONCLUSION Panchayati Raj has been heralded as a social revolution in the country. It was established in the country on the basis of the Balwant rai Mehta Committee's recommendations. In this Unit, the recommendations of Balwant rai Mehta Committee, Asoka Mehta Committee and 73rd Constitutional Amendment have been emphasised. These Institutions were in a moribund for years together. By the 73rd Constitutional Amendment Act, 1992 Panchayats have been given a constitutional status. In addition, the role of Panchayati Raj Institutions (PRIs), administrative structure and financial resources have been described. What is heartening is that there has been a realisation on the need and significance of Panchayati Raj to strengthen the democracy and governance at the grassroots level. It can be stated that though none of the states had achieved complete devolution from states to Panchayats, but the 73rd Constitutional Amendment has provided continuity and space for vulnerable groups and women in these institutions. The studies revealed that these institutions could not perform effectively in most of the states. Even states have not performed their duties as expected to strengthen the Panchayats as rural self- government. In this context, the Union Government and state governments must contribute effectively to conscientise the citizens, administrators, political leaders and civil society to strengthen the institutions of self-government through joint efforts. In addition, proper devolution of funds will bring effectiveness, responsiveness and efficiency in delivery of public services. The trust of State Government on Village Panchayat and Gram Sabha; and flexibility to utilise funds will result in achieving Sustainable Development Goals and all-round development. 1.12 SUMMARY • Panchayati Raj system is a process through which people participate in their own government

98 •

100% **MATCHING BLOCK 194/222** W

Panchayati Raj is one of the fundamental pillars of Indian democracy • It

promotes grassroot level democracy. It's a 3-tier system - at the grassroots level there is Gram Panchayat, in the Block level there is Panchayat Samiti and at the district level there is Zilla Parishad. •

76% **MATCHING BLOCK 195/222** W

It is the system for self-government in rural area. • This system aims at development of rural areas with diligent effort. • It works towards development in field like agriculture, trade, industry, irrigation, communication, health, sanitation and

their facilities in rural areas. • All the 3 tires can function with various taxes that they can levy and funds allotted by the Centre and state governments. • District Planning Committee, required both for panchayat and municipality, is established in every district by every state. • District planning committee will be in charge of integrated planning for the district's urban and rural areas. 1.13 KEYWORDS •

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Decentralization The transfer of control of an activity or organization to several local offices or authorities rather than one single one. •

Community development Community development is a process where community members are supported by agencies to identify and take collective function or issues which are important for them. • Participatory democracy Participatory democracy is a form of government in which citizens participate individually and directly in political decisions and policies that affect their lives rather than through elected representatives • Amendments A minor change or addition designed to improve a text, piece of legislation. • Self-government
99 Government under the control and direction of the inhabitants of a particular political unit rather than by an outside authority 1.14 MODEL QUESTIONS (Short question-answer type) 1. What is the literal meaning of panchayat? Ans – It is the council of 5 people. 2. In which level of our democratic government does Panchayati Raj system belong? Ans – Panchayati Raj system is at the grassroots level of a democratic government. 3. Which day is celebrated as National Panchayati Raj Day? Ans – April 24 th is celebrated as National Panchayati Raj Day. 4. In which year Balwant Rai Mehta Committee was constituted? Ans – Balwant Rai Mehta Committee was constituted in the year 1957. 5. Specify two agricultural functions of Panchayat Samiti. Ans – The two agricultural functions of Panchayat System are- 1. Distribution of fertilizers 2. Encouraging fruit and vegetable cultivation. 6. Name the highest tier of Panchayati Raj System. Ans – The highest tier of Panchayati Raj system is Zilla Parishad. 1.15 REFERENCES • Dynamics of New Panchayati Raj System in India – Edited by G. Palanithurai. • Panchayati Raj – Kuldeep Mathur (Oxford India Short Introductions) • Local Self Government Including Panchayat Administration – Dr Rakesh Kumar Singh, Souvik Dhar. 1.16BIBLIOGRAPHY
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89% **MATCHING BLOCK 197/222** W

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100% **MATCHING BLOCK 198/222** **W**

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86% **MATCHING BLOCK 200/222** **W**

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BLOCK IV PANCHAYATIRAJ FINANCE STRUCTURE 1.1 OBJECTIVES 1.2 INTRODUCTION 1.3 CONSTITUTIONAL PROVISIONS 1.4 Gram Panchayat: SOURCES OF FUND 1.5 Panchayat Samiti Finances 1.6 Committees on Panchayat Finance 1.7 Panchayat Resource Generation 1.8 15th Finance Commission 1.9 Conclusion 1.10 Summary 1.11Keywords 1.12 Model questions 1.13 References
102 1.1 OBJECTIVES • People will get to know regarding the role of finance Commission in devolution of funds for the panchayat raj Institution. • It brings awareness regarding the various sources where from the funds are collected by the panchayat raj system. • It will let know the various taxes that the panchayat raj levy for its fund. • People will come to know about the various Articles of the Indian constitution and the role of the state government regarding the panchayat raj finance. • This will also make people aware regarding the problems and difficulties faced by the Panchayat Raj Institutions'financial dealings. 1.2 INTRODUCTION In Panchayat Raj System, the Gram Panchayat, the Block Samiti and ZilaParishad are the three basic units of local administration at three different levels.

71% **MATCHING BLOCK 201/222** **W**

A significant portion of the Constitution deals with the structural empowerment of the panchayat raj system. But the true strength of these institutions in terms of autonomy and efficiency is dependent on theirfinancial position (including their capacity to generate their own resources)

Panchayat

62% **MATCHING BLOCK 202/222** W

finance ensures the proper functioning of the three tier Panchayati Raj System. It received constitutional status by the 73rd constitutional amendment act 1992.To empower the panchayat in managing its finance, the constitution transfers 29 items to the local governments and set up Finance Commission to ensure the resources for local bodies.

Article 243 (1) and Article 243 (y) of the Constitution of India prescribe devolution of fund at the expiry of every five years to the local bodies by the Finance Commission. 1.3

97% **MATCHING BLOCK 203/222** W

CONSTITUTIONAL PROVISIONS:- 1.3.1 Article 243(H) states that the state legislature may: • authorise a Panchayat to levy, collect and appropriate taxes, duties, tolls, and fees; • assign to a Panchayat taxes, duties, tolls, and fees levied and collected by the state government • provide for Grants -in -aid to panchayats from the state consolidated fund and provide for the establishment of funds for crediting all money received, by or on behalf of the Panchayats and for the withdrawal of such money therefrom. 1.3.2 Article 243(l) state that every five years, • the governor of a state shall appoint a finance committee to review the financial position of the panchayats. • It is responsible for making the following recommendations to the Governor: 1.3.3 The principles that should govern: • The distribution of the net proceeds of the state's taxes, duties, tolls and fees between the state and the panchayats, as well as the allocation of shares among the panchayats at all levels. 103 • The assessment of taxes, duties, tolls, and fees that may be assigned on the panchayats. • Grants -in -aid to panchayats from the state's consolidated fund. • The measures required to improve the panchayats' financial position. • Any other matter referred to by the Governor in the interest of the panchayats' financial health. • The state legislature may specify the composition of the commission, the required qualifications of its members, and the manners in which they are selected. • The Governor must present the commission's recommendations as well as the action is taken report, to the state legislature. • The Central Finance Commission Shall also recommend measures to augment the consolidated fund of a state in order to supplement the resources of the panchayats in the states (based on the recommendations of the state finance commission). 1.4

Gram Panchayat: SOURCES OF FUND Although the amount of money transferred to Panchayat by

40% **MATCHING BLOCK 204/222** W

the Central or State Government account for the bulk of its revenue, the Panchayat Raj Institution PRI's resource generation is the lifeblood of its finances. It also ensures the presence of a local taxation system that

guarantees the people's participation in the working of an elected body. This also holds the Gram Panchayat accountable to the Citizens. Gram Panchayat are better placed in terms of resource collection as

75% **MATCHING BLOCK 205/222** W

the other two tires rely solely on toll, fees and non-tax revenue to generate internals resources. The

Panchayat derived its taxing power mainly from article 243H, law which states

75% **MATCHING BLOCK 207/222** SA Decentralised Planning and Development Works [... (D32239146)

that the Legislature of a State may, by law, • Authorise a Panchayat to charge, collect and appropriate such taxes, duties and tolls and fees

according to such procedures and restrictions • assign to a Panchayat the

78%	MATCHING BLOCK 208/222	SA	Decentralised Planning and Development Works [... (D32239146)

taxes, charges tolls and fees imposed and collected by the state Government for such purposes and with such conditions and limits • Provide for

the State's Consolidated Fund to make such grants in aid to the Panchayat and • Provide for the establishment of such funds for the crediting of any funds

52%	MATCHING BLOCK 211/222	SA	Decentralised Planning and Development Works [... (D32239146)

received by or on behalf of the Panchayat as well as the withdrawal of such funds as may be stipulated by law • The

majority of taxation powers has been delegated to Village Panchayat under state Panchayat
104 Raj act. The revenue realm of intermediate and District Panchayat (both tax and non-tax) has been reduced significantly and is now restricted

72%	MATCHING BLOCK 209/222	W

to secondary areas like ferry services, market, water and conservancy services, automobile registration, stamp duty, cess, and a few others •

According to several state legislature the village panchayat is responsible for

89%	MATCHING BLOCK 210/222	W

a variety of taxes, levies, tolls, and fees. Octroi, Property/House Tax, profession tax, land tax/cess, taxes/tolls on vehicles, entertainment tax/ fees, license fees, tax on non-agricultural land, fee on cattle registration, sanitation/drainage/Conservancy tax, water rate/tax, lighting rate/tax, education cess and tax on fairs and festivals

are just a few examples. 1.5 Panchayat Samiti Finances For every Panchayat Samiti there shall be constituted a Panchayat Samiti

83%	MATCHING BLOCK 212/222	SA	7 Thesis Chapter Firoj Biswas GG9889 Geography ... (D118055363)

Fund bearing the name of the Panchayat Samiti and there shall be placed to the credit thereof— (a) contribution and grants, if any, made by the Central or the State Government

including such part of the land revenue collected in the State as may be determined by

55%	MATCHING BLOCK 213/222	SA	7 Thesis Chapter Firoj Biswas GG9889 Geography ... (D118055363)

the State Government; (b) contributions and grants, if any, made by the Zila Parishad 1 [or the Mahakuma Parishad or the Council] or any other local authority; (c) loans, if any, granted by the Central or the State Government

or raised by the Panchayat Samiti on Security of its assets; (d)

100%	MATCHING BLOCK 216/222	SA	7 Thesis Chapter Firoj Biswas GG9889 Geography ... (D118055363)

all receipts on account of tolls, rates and fees levied by it; (

e) all receipts in respect of any schools, hospitals, dispensaries, buildings, institutions or works, vested in, constructed by or placed under the control and management of the Panchayat Samiti; (f) all sums received as gift or contributions and all income from any trust or endowment make in favour of the Panchayat Samiti; (g) such fines or penalties imposed and realised under the provisions of this Act or of the bye-laws made thereunder, as may be prescribed; and (h) all other sums received by or on behalf of the Panchayat Sam ill. 1 Explanation— A Panchayat Sam in shall riot receive to the credit of its fund— (a) any loan from any individual, severally or jointly, or any member or office bearer of the Panchayat Samiti, or (b) any gift or contribution from any individual, severally or jointly, or any member or officer bearer of the Panchayat Samiti save and except in pursuance of a resolution adopted in a meeting of the Panchayat
105 Samiti accepting such gift or contribution and stating the purpose for which such gift or contribution is offered and accepted. (2) Every Panchayat Samiti shall set apart and apply annually such sum as may be required to meet the cost of its own administration including the payment of salary, allowances, provident fund and gratuity to the officers and employees. (3) Every Panchayat Samiti shall have power to spend such sums as it thinks fit for carrying out the purposes of this Act. (4) The Panchayat Samiti Fund shall be vested in the Panchayat Samiti and the balance to the credit of the Fund shall be kept in such custody as the State Government may, from time to time, direct. Also, incomes are generated from levy tolls on persons, vehicles or animals or any class of them at any tollbar established by it on any road other than a Kutcha road or any bridge vested in it or under its management, (b) levy tolls in respect of any ferry established by it or under its management, (c) levy the following fees and rates, namely:— (i) fees on the registration of vehicles; (ii) a fee for providing sanitary arrangements at such places of worship or pilgrimage, fairs and melas within its jurisdiction as may be specified by the State Government by notification. 1.5 Zila Parishad Finances All money received by a Zila Parishad constitutes a fund called the Zila Parishad Fund. All money received by the Zila Parishad is kept in a Government Treasury or Sub-Treasury or in the bank to which the Government Treasury business has been made over, unless the government in any case otherwise permits. All orders or cheques against the Zila Parishad Fund are to be signed by the Secretary. The Sources of income of a Zila Parishad consist of: (i) the Central or State Government funds allotted to the Zila Parishad; (ii) a share in the Land Reserve collected from the Zila Parishad area. (iii) grants from All India bodies and institutions for the development of cottage, village and small-scale industries, and the like; (iv) state taxes or fees as may be prescribed; (v) income from trusts administered by the Zila Parishad; (vi) such income of the District Board as the Government may by order, allocate to it; (vii) Zila Parishad can raise loans.
106 (viii) donations and contributions from the Panchayat Samitis or from the public in any form; and (ix) such contributions as the Zila Parishad may levy from the Panchayat Samitis with the previous approval of the Government. The expenses of the Zila Parishad include the salaries and allowances of the officials of the Zila Parishad, and allowances, if any, to be paid to the members of Zila Parishad or any Consultative Committee thereof. The Chief Executive Officer of a Zila Parishad, frames and places before the Zila Parishad, on or before the prescribed date, an annual budget showing the estimated receipt and expenditure during the next financial year. Thus, Rural Local Government in India continues to be a three-tier structure. The 73rd Constitution Amendment Act has ensured the continued operation of the institutions of Panchayati Raj. It has given additional powers and sources of revenue for enabling these to work efficiently. The involvement and empowerment of rural women has been secured by giving them reservations for becoming the members and chairpersons of Panchayats, Panchayat Samities and Zila Parishads. 1.6

100% **MATCHING BLOCK 214/222** **W**

Committees on Panchayat Finance The standing committee on rural development which was chaired by Dr. P Venugopal submitted its report on the improvement in the functioning of the panchayat in 2018. The committee noted that mandatory meetings of panchayats were not taking place and had poor attendance, especially from the women representatives. The committee recommended that • the state government should put forward the mechanism of quorum in the meetings of Gram Sabha to ensure the participation of Panchayat representatives including women. • It recommended strengthening of the panchayat through capacity building and encouraging the state and the central government to provide training to help States prepare better Gram Panchayat development plans and become more responsive to citizens' needs. • It also recommended that recruitment and appointment of support and technical staff be expedited to ensure the smooth functioning of the panchayat. 107 1.7

98% **MATCHING BLOCK 215/222** **W**

Panchayat Resource Generation The source of generation of finances for Panchayat are as follows: A major portion of Part IX of the constitution deals with structural empowerment of the Panchayati Raj institutions but the real strength in terms of both the autonomy and efficiency of this institution is dependent on their financial position including all their capacity to generate their own resources. Panchayat in our country receive funds in the following ways: • Loans or grants from the state government • Internal resource generation (tax and nontax) • Programme-specific allocations under Centrally sponsored schemes and the Additional Central Assistance. • All the grants from the union government are based on the recommendation of the Central Finance Commission as given in Article 280 of the constitution. Under Article 243-I devolution from the state government is based on the recommendations of the State Finance Commission. In absolute terms, the quantum of funds the Union or State Government transfers to a Panchayat forms the major component of its receipt, the Panchayat Raj Institutions on resource generation is the soul behind its financial standing. It is the existence of a local taxation system that encourages people's involvement in the affairs of an elected body. It makes the institution accountable to its citizens. Most of the taxation powers to village panchayats are given by State Panchayati Raj. The revenue domain of the intermediate and district panchayat both tax as well as non-tax has been kept smaller and confined to secondary areas like ferry services, market, water and conservancy services, cess on stamp duty, registration of vehicles, and a few others. A study of various State Legislations indicates that several taxes, tolls, fees, and duties come under the jurisdiction of the village panchayats. This includes octroi property/ House Tax, land tax/cess, taxes/tolls on vehicles, license fees, tax on non-agriculture and, fee on registration of cattle sanitation/drainage, conservancy tax, water rate/tax, lighting rate/tax, education cess and tax on fair and festivals and profession tax. 1.8 15

th Finance Commission: - FC -xv has recommended [Rs 94,721 crore as united (Basic) grant as per] a total of 1,42,083 crore as tied grant as per state wise and year wise details, out of which (i)Rs71,042 crore shall be earmarked for drinking water, rain water harvesting
108 and water recycling and (ii)Rs.71,042 crore shall be earmarked for sanitation and maintenance of ODF status, and this should include management and treatment of household waste, and human excretaand faecal sludge management. The 15th Finance Commission has recommended distribution of local body grants to all the tyres of the panchayats i.e., Gram Panchayats, Block panchayatsand Zila Parishad. The inter say distribution among all the tyres shall be done

57% **MATCHING BLOCK 222/222** **SA** 9 Thesis Abubakar Siddique GC6129 ppolitical S ... (D128332325)

by the concerned state government on the basis of accepted recommendation of the latest State Finance Commission (SFC) and in conformity with the following bands;

RANGEOF DISTRIBUTION GRAM PANCHAYAT BLOCK PANCHAYAT PANCHAYAT SAMITI MINIMUM 70% 10% 5% MAXIMUM 85% 25% 15% 1.9 Conclusion: - •

94% **MATCHING BLOCK 217/222** **W**

Devolution of funds from higher levels of government is a significant component of panchayat's resources. • The existence of a local taxation system ensures citizens' participation in the affairs of an elected body. It also holdsthe institution responsible to its constituents. • In terms of own resource collection, Gram Panchayats are in better position because they have their own tax domain, whereas the other two tires rely solely on tolls,fees,and non- tax revenue to generate internal resources. • The majority of taxation powers have been delegated to village panchayats under the State Panchayat Raj Acts. 1.9.1

But there are certain short comings as well: - •

96% **MATCHING BLOCK 218/222** W

States across the country have not paid enough attention to the financial empowerment of panchayats. • The resource available to panchayats are limited. • Internal resource generation is limited at the panchayat level. This is due in part to a thin domain and in part to panchayats' own reluctance to collect revenue. • Panchayats

must rely heavily on grants from the Union and state government.
109 •

100% **MATCHING BLOCK 219/222** W

A significant portion of grants from both the Union and

the

93% **MATCHING BLOCK 220/222** W

state governments are scheme specific. • Panchayats have limited discretion and flexibility when it comes to incurring expenses. • State governments are hesitant to devolve funds to panchayats due to their own fiscal constraints. • Panchayat cannot become effective Institutions of local self-government unless they have a strong financial foundation with clearly defined revenue resources that are properly managed to optimize resources. 1.10

Summary- • the very principle of democracy i.e. Thedecentralisation of power is experienced in the financial transaction of the Panchayati Raj system. • Devolution of fund in the Panchayati Raj System is decided by the Finance Commission according to the constitution of India. • Various sources are there to levy Taxes by the Panchayati Raj system. • Other than that, Grants are allotted by the Central and state government. • Attendance in the meeting by the representatives of the three tier Panchayati Raj System are less than required. • In the post- Covid situation the volume of work done by the Panchayati Raj Institutions has been increased. • So, more grants are required to manage the work load. 1.11Keywords: - •

86% **MATCHING BLOCK 221/222** W

Assigned/shared revenues are collected by State Government but transferred/ shared to with local bodies. •

Finance commission is aconstitutional body under Article280 created every five years to recommend the transfer of financial resources from the Centre to the states. • Standing committee is a committee consisting of members of parliament that work on continuous basis. • Tied grant is that grant which is meant for particular purpose. • ODF i.e., Open Defecation Free means that no visible faeces found in the environment and every household as well as public/community institutions using safe technology option for disposal of faeces. 1.12 Model questions:- • Where from the panchayats receive the grants? Ans - Panchayat receive the grants from the Central and the state governments. • Point out the article from where the panchayats derive their texting power.
110 Ans - From the Article 243 of the Indian Constitution panchayats derive their taxing power. • Name the types of taxes that Panchayat can Levy. Ans – Property tax, land tax, profession tax are the three types of taxes that Panchayat can levy. • Which one is the latest Central Finance commission? Ans - XV Finance Commission is the latest one. • Mention two sources of income of Zilla Parishad. Ans - Taxes Levied by Zilla Parishad and funds allotted by State Government for developmental activities are the two sources of income of Zilla Parishad. 1.13 References – 1. Swachh Bharat Mission https://swachhbharatmission.gov.in 2.https://testbook.com/ias-preparation/panchayat-finance/ 3. https://prepp.in /news/e-492-finances-gram-panchayats-indian-polity-notes 4. https://acrobat.adobe.com /link/review?uri=urn:aaid:scds:US:8700489b-fcf1-342d-8f82- 5a14c7b0228c
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CC: VIII Rural Local Government Block- I Origin and Growth Unit- I: Evolution of Rural Self-government in Pre-independent India Structure 1.1 Learning Objectives 1.2 Introduction 1.3The Theoretical Perspective of Democratic Decartelization 1.4Evolution of Rural Self-government in Pre-independent India 1.5

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Conclusion 1.6Summary 1.7Glossary 1.8Model Questions 1.9References 1.1 Learning Objectives Following completion of this unit, you should be able to: • Be familiar with the origins of local self-government in India; • On the evolution of the Panchayati Raj Institutions

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Introduction The concept of democratic decentralization has dominated the development discourse in many Asian, African, and Latin American countries since the 1960s. Democratic decentralization rejects the notions of a highly centralized state and substitutes them with the concept of

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distribution of power to the people at large. The notion of democratic decentralization is that people will become both the end and the means of development. India, like many other nations, has adopted a democratic decentralization policy. Panchayats are regarded as the most important institutions for the success of the decentralization process. In India, it began as part of administrative reforms to facilitate

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rural development projects in rural areas. Later, when the idea of people's participation through Panchayati Raj Institutions (PRIs) gained popularity, the same panchayats started to work as institutions of self-government in rural areas. 2 This chapter examines democratic decentralization in India with the intention of examining key issues such as people's participation in governance matters, the accountability of the government to the people, delivering the fruits of development to the people, and bridging the gaps in the achievement of these objectives, i.e., implementation failures. Overall, it demonstrates that while some expectations have been met, the majority have not. As a result, the outcomes have been mixed. Through local governments, the goal of democratic decentralization has not been fully achieved or completely failed. Despite numerous accomplishments, there are a number of issues that must be addressed. 1.3 The Theoretical Perspective of Democratic Decartelization According to Moitree Bhattacharya, the transfer of planning, decision-making, or administrative authority from the central government to its field organizations, local administrative units, or semi-autonomous parastatal organizations is known as decentralization. It brings the government closer to the people. Mere administrative decentralization entails the delegation of functions as well as some financial powers to the local level to implement policies that cannot be implemented by central authorities. Administrative decentralization becomes more meaningful when it is combined with political decentralization. Political decentralization gives local units the power to not only carry out policies but also make their own decisions. Political decentralization empowers decentralized units not only to implement policies but also to make decisions on their own. Democratic decentralization differs from fiscal decentralization (in which funds are not only transferred to local bodies but the power to raise funds is also granted to these bodies, even if they are not necessarily elected bodies) and administrative decentralization (which envisages de- concentration and

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transfer of administrative power and functions from higher to lower levels). Democratic decentralization combines administrative, fiscal, and other forms of decentralization. It envisions the devolution of decision-making powers as well as funds to elected bodies at the local level. Beginning in the 1990s, the Indian model of decentralization was intended to conform to democratic decentralization. Decentralization promotes greater participation. Decentralization give opportunity to the people at lower levels to participate to a greater extent in a decision-making process. Being away from the top layer increases proximity to the base, i.e., the people. The term "decentralization" gets its democratic prefix from this participatory aspect. However, participation cannot be absolute. First, it is naive to believe that everyone in a village or rural area can sit down and decide everything. It amounts to direct democracy, which in today's world is unthinkable. Second, it is a common misconception that poor people want to participate in community decision-making while abandoning their bread-earning activities. As a result, profound socioeconomic changes are required to make decentralization truly democratic. Third, it is incorrect to believe that higher authorities are eager to promote decentralization. On the contrary, higher authorities, whether elected representatives at higher levels of government or bureaucrats, are hesitant to allow for popular governance. People's participation, therefore, has its own limitations; we cannot achieve it; we can only come close. Although participation has its limitations, it is not desirable to limit people's 3 participation to voting every five years. Democratic decentralization, at the very least, broadens the scope for citizens' active participation in local government institutions. It allows people at the local level to have a say in decisions that affect their lives. It broadens the country's democratic foundation. It is thought to be more efficient in terms of both time and money. When decisions are made at the local level, planning and implementation take place locally, the cost of development work is obviously reduced. It makes decisions more responsive to local needs. 1.4 Evolution of Rural Self-government in Pre-Independent India In their book, Public Administration in a Globalizing World, Bidyut Chakrabarty and Prakash Chand wrote that India's path to new local governance seems to have been instable. There is no denying that panchayats, or village councils, have existed in India since ancient times. They were primarily 'informal bodies of village elders from dominant castes and families' assigned a variety of functions such as the provision of goods and services, the upkeep of law

and order, the general welfare of the villagers, and so on. These bodies had significant autonomy in terms of organization, functions, and finances, which was bestowed upon them by village communities. Village communities had almost unrivaled freedom of action in all spheres of governance. The uniqueness of this form of governance was that it arose completely spontaneously, with no external authority ever delegating power and authority to these bodies. Furthermore, there was no uniform pattern

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this form of governance, just as there was no uniform pattern of organization in these village communities. The successive Muslim invasions and subsequent establishments of Muslim rule in India had little impact on the functioning of these village communities. Even the Mughals, who had united almost the entire subcontinent for the first time, were not eager to dismantle the localized form of governance. Instead, they were preoccupied with police and revenue issues, which they resolved with the village headmen. As a result, despite several political vicissitudes at the central level, the arrangement remained unchanged until the middle of the seventeenth century. As a result, despite several political vicissitudes at the central level, the arrangement remained unchanged until the middle of the seventeenth century. Even when the British arrived in India in the nineteenth century, this age-old form of local governance was there. Sir Charles Metcalfe's famous portrayal of this form of local governance before the House of Commons Select Committee bears clear testimony to the great tradition of local governance that existed in ancient India. In his words: The village communities are little republics, having nearly everything they can want within themselves and

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almost independent of any foreign relations. They seem to last where nothing else does. Dynasty after dynasty tumbles down; revolution succeeds

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revolution; but the village community remains the same. This union of the village communities, each one forming a separate little state, in itself has been conceived, contributed more than any other cause to the preservation of the people of India, through all the revolutions and changes that they have suffered, and is in a high degree conducive to their enjoyment of a great portion of freedom and independence. 4 Except for a few polemics and individual efforts by a few visionary thinkers like Tagore and Gandhi, there was no serious attempt to unlock the huge potential of these little village republics, either by the colonial rulers or by the post-colonial state. The colonial rulers of India did nothing to revive these "little village republics." The twin motives of empire building and mercantilism drove colonial intervention in local governance. In terms of local governance, the colonizers took a selective approach. In fact, in order to strengthen their goal of empire building, they built urban "centers" like Calcutta, Bombay, and Madras while leaving the rest of the country as a "periphery," serving the "center" without any development. Naturally, whatever little rural reconstruction and urban development was done during the time period was primarily for housekeeping purposes. As part of its housekeeping functions, the British colonial state implemented several constitutional measures to streamline local self-government. Among them were the Ripon Resolution of 1882, the Bengal Local Self-Government Act of 1885, and the Bengal Village Self-Government Act of 1919. The Bengal Village Self-Government Act of 1919, which provided a two-tier structure—union boards at the bottom and district boards at the top—may be regarded as the beginning of local self-government in India. Those self-governing structures, however, were neither

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as they were marked by a perpetual resource crunch, over bureaucratization, and the dominance of local landed gentry. They remained as mere appendages of

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Summary A. This chapter examines democratic decentralization in India with the intention of examining key issues such as people's participation in governance matters, the accountability of the government to the people, delivering the fruits of development to the people, and bridging the gaps in the achievement of these objectives, i.e., implementation failures. B. Through local governments, the goal of democratic decentralization in India has not been fully achieved or completely failed. C. The colonial rulers of India did nothing to revive the panchayat. D. The twin motives of empire-building and mercantilism drove colonial intervention in local governance in India. E. The Bengal Village Self-Government Act of 1919, which provided a two-tier structure— union boards at the bottom and district boards at the top—may be regarded as the beginning of local self-government in India. 1.7

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form of government in which each village is responsible for its own

form of government in which each would be responsible for its own

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Glossary A. What is a panchayat? In India, the local government system is known as a panchayat.A panchayat is a group of "five people." A panchayat is a council of elders that represents a village. The Panchayat system includes villages (Gram Panchayat), clusters of villages (Block Panchayat), and districts (District Panchayat). B.

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the Panchayati Raj system? Panchayati Raj is a village-level form of government in which each village is responsible for its own activities. The Amendment Act of 1992 includes provisions for delegating powers and responsibilities to panchayats in order to prepare plans for economic development and social justice. C. What is local self-government? According to

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European Charter of Local Self-Government, "this entails the existence of local authorities endowed with democratically constituted decision-making bodies and possessing a wide degree of autonomy with regard to their responsibilities, the ways and means by which those responsibilities are exercised, and the resources required for their fulfilment". 6 1.8 Model Questions 1. How does local government strengthen democracy? 2.

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Unit II Panchyati Raj System in Post-independent period: Balwant Rai Mehta Committee Report

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The Journey towards a Constitutional Mandate for Panchayati Raj Institutions (PRIs) in India 2.2.1

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According to Chakrabarty & Pandey, Independence altered the power structure but not the attitude toward local government. Despite Mahatma Gandhi's repeated advocacy for Gram Swaraj, it remained a distant dream even in independent India. The framers of the 8 Constitution, inheriting the critical mindset regarding local governance, belied the hope of strong and vibrant local governance by confining it to the Directive Principles of State Policy, a non-enforceable section of the Constitution. In this context, the comments of two major architects of the modern Indian Constitution deserve some space here because both comments adequately mirror the mentality that denied local governance in India the constitutional status it deserved. Ambedkar argues: The love of the intellectual Indian for the village community is, of course, infinite, if not pathetic. It is largely due to the fulsome praise bestowed upon it by Metcalfe, who described that they want

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within themselves and almost independently of any foreign relations... That they have survived through all vicissitudes may be a fact. But mere survival has no value. The question is on what plane they have survived. Surely on a low, selfish level. I said that these village republics have been the ruin of India. I am therefore surprised that those who condemn provincialism and communalism should come forward as champions of the village. What is the village but a sink of localism, a den of ignorance, narrow-mindedness, and communalism? In

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similar vein, Nehru wrote: 'I do not understand why a village should necessarily embody truth and non-violence. A village, normally speaking, is backward intellectually and culturally, and no progress can be made

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a backward environment. Narrow-minded people are much more likely to be untruthful and violent'. The dream of inclusive local governance in India had to wait nearly four decades before it was recognized in 1993. Meanwhile, there had been a few pioneering efforts, but they were mostly selective and limited to the provincial level. Among them were the Balwantrai Mehta Committee, the Ashok Mehta Committee, and democratic decentralization experiments by a few state governments, such as West Bengal, Karnataka, and Kerala. 2.3 The Journey Towards a Constitutional Mandate for Panchayati Raj Institutions (PRIs) in India In his book, Panchayati Raj, Kuldeep Mathur wrote that, when it became clear that the bureaucraticallyorganized Community Development Programme (CDP) was underperforming, the Planning Commission appointed a Study Team led by Balwant Rai Mehta in 1956 to study and report on "Community Development Projects and National Extension Service" in order to evaluate their "economy and efficiency," as well as "the extent to which the movement has succeeded in utilizing local initiatives and creating institutions." In its report, the team argued that 9 ...community development can only be real when the community understands its problems, realizes its responsibilities, exercises the necessary powers through its chosen representatives, and maintains a constant and intelligent vigilance on local administration. It concluded that in order for these programs to be effective, a village-level agency "that could represent the entire community, assume responsibility, and provide leadership for implementing development programs" was required. The study team then proposed the now well-known three-tier structure of panchayats, ranging from the village to the district level. Direct elections were held only at the village or panchayat level in the majority of states. Through indirect elections, the other two institutions—the panchayat samiti (coinciding with development blocks) and

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Establishment of a three-tier Panchayati Raj system, with Gram Panchayats at the village level, Panchayat Samitis at the block level, and Zila Parishads at the district level.

establishment of a three-tier Panchayati Raj system: Gram at the village level, Panchayat Samiti at the block level, and Zila Parishad at the district level.

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Zilla parishad (coinciding with the district)—were linked to each other and to the panchayat. Few financial powers were delegated to them, and they were dependent on the district administration to initiate any development activity in their area. Significantly, these Panchayati Raj Institutions (PRIs) were viewed as tools for plan implementation, whereas politics was viewed as a barrier to their effectiveness. Unanimity in elections was interpreted as an indicator of village consensus, and several state governments initially offered prizes to panchayats that elected their leaders unanimously. Efforts to keep politics out were supported by Gandhians, who emphasized that political parties should find other ways to serve the interests of the people rather than exploit Panchayati Raj for party ends. The experience of the early years—from 1957, when Jawaharlal Nehru inaugurated panchayati raj with great enthusiasm in a district of Rajasthan, to its decline around five years later—damped all anticipations, both of Gandhians and the government. The Gandhians' idealistic picture was significantly blurred and tarnished because the panchayat system revealed that the villages were not conflict-free; they were surrounded by group rivalry and factionalism. The expectation of a collaborative mode of operation was crushed when panchayats provided a means for dominant groups to retain power. Those who saw PRIs as development tools were disappointed to discover that the leaders were primarily interested in retaining and accumulating power, as well as delivering patronage, and were frequently embroiled in political-administrative squabbles and intrigues. In the face of more pressing issues such as droughts, food crises, and the Indo-Chinese War, attention was quickly diverted away from these institutions. As the country faced food shortages, policymakers prioritized increasing agricultural production, and they resorted to a bureaucratic strategy to meet this challenge. The recommendations in the Ford Foundation's Report on India's Food Crisis and Steps to Meet It to transform the existing agricultural situation provided significant support for this strategy. It stated unequivocally that "only a far-reaching centralized authority with a clear line of command and execution can meet the challenge of growing more food." It also stated that "the administrative structure must be simplified, and clear lines of authority and 10 responsibility must be established at all levels of government so that policy decisions are carried out at the village level." 2.3.1 The Period of Dwindle The decentralization phase (beginning in 1957) lasted about five years, during which the

panchayat system received little support in its role in meeting agricultural production targets. The national policy elites believed that local political leadership did not reflect the urgency of national demands and, after questioning panchayats' role and legitimacy in the national crisis, side-lined them in the development effort. The Panchayats suffered a decline beginning in 1962, not only because the CDP, which they were enjoined to help implement, lost its financial support, but also because, in dealing with the food crisis, these institutions were not seen as a source of strength and support. However, due to the neglect of panchayats during the 1964–80 period, no elections were held while the institutions continued in their organizational form. Those who had been elected remained in their positions, wielding whatever power they could in the absence of financial resources. A large number of such locally elected leaders emerged, and they began to form political alliances with the state leadership by providing them with 'vote banks' in exchange for the ability to exercise local influence. Local vote bank politics emerged during this time period, encouraging national leaders to cater to state leaders with large vote banks. The Congress party benefited the most from this scheme, with local leaders ensuring support for the Congress leadership through a complex system of manipulation and patronage. As the Congress party—the more powerful national party—lost touch with local issues, "people-oriented" parties emerged that were regional in nature and responded to sectarian interests. These parties began to assert themselves on a national scale as well, ushering in a period of coalition governments. On the administrative front, the implementation of the new agricultural strategy to increase food production fuelled the belief that development schemes could be successful if the central government maintained control over them after promoting them and also monitored their performance to ensure they followed pre-planned guidelines. During the Fifth Five-Year Plan, which began in 1971–2, the central government introduced a series of schemes to alleviate rural poverty. These were implemented at the local level by states and district administrations but were planned and financed by the central government, which kept a close eye on implementation to ensure that it did not deviate from pre-set guidelines. The Small Farmers' Development Agency, Drought Prone Area Programme, and Integrated Tribal Development Programme, which were introduced at the time, were not administered by the Zilla parishad. These schemes became known as "centrally sponsored schemes," and the format is still used today. 11 Furthermore, while funds for panchayats were

depleted, funds for departments implementing programs at the local level were increased. This strengthened the local bureaucracy, which devised its own methods of consulting the villagers when necessary. With the panchayats lacking funds and elections, the local political leadership saw an opportunity to connect with these bureaucratic functionaries and influence how direct benefits would be distributed. An analysis of the reasons for the decline of panchayats throughout this period will be incomplete unless the characteristics of the structure's poor design are also highlighted. The panchayat institutions were established through separate acts passed by the state legislatures. This meant that the nature and extent of decentralization varied according to each state's political and administrative interests. These institutions were given little planning responsibility, and few powers to raise resources were devolved to them. Instead of making them the channels for the planned programs, the government continued to carry out its own poverty alleviation programs through its bureaucratic machinery. Furthermore, state governments frequently postponed elections, demonstrating their disinterest in these institutions. Once elected, the leadership determined that such postponements were in their best interests. It is also worth noting that panchayats were not viewed as institutions of people's participation that contributed to the advancement of democracy. They were typically viewed as tools to aid in the implementation of national policy. Even during their early years of enthusiasm, their performance was measured by their ability to increase agricultural output. The national leadership perceived local panchayats as ignoring this primary task and, as a result, failing to reflect the urgency of national demands. Because panchayats did not appear to be the primary drivers of development, they were side-lined. 2.3.2 Revitalization Efforts of Panchayats The Janata Party's victory in 1977 signaled a resurgence of interest in decentralization and Panchayati Raj. The newly formed coalition of political parties attacked the Indira Gandhi regime as being highly centralized, with power concentrated in Delhi. The political climate has shifted. It signaled the rise of a political coalition with agrarian interests as key partners. These interests demanded greater control over resources as well as a more active role in state politics. Simultaneously, the new center government was concerned with issues of centralization of planning as obstacles to improving the country's developmental performance. In its Five-Year Plan for 1978–83, the Janata Party stated unequivocally that the plan would 'require the creation of full-time planning machinery at the block and district levels and will call for

a great deal more public participation'. It went on to say that 'the majority of investment in agriculture, minor irrigation, animal husbandry, fishing, forestry, marketing or processing cottage and small-scale industries, including water supply, housing, health, education, sanitation, local transport, and so on, is clearly amenable to local planning'. The Planning Commission formed a working group in 1977 to develop guidelines for the country's first block-level planning. The Working Group stated from the start that "the issue 12 of whether a district or block is more appropriate for the purpose of planning need not be viewed with rigidity". They did not see it as an either-or situation, and the group saw block-level planning as an important link in the multi-level planning process. It then suggested delegating power to the district level and below, as well as establishing planning cells to ensure that professionals are available. Along with this initiative, the government of India established a second committee to review panchayat institutions. The recommendations of the Ashok Mehta Committee sought to develop an effective Panchayati Raj system based on the district as the unit of administration and planning. The three-tier system was modified by recommending the Mandal panchayat as the base unit. The government's goal of decentralizing planning greatly influenced the Ashok Mehta Committee, which saw panchayat institutions as institutions of local-level planning. It did, however, see panchayat institutions as political and administrative units with the potential to become local governance units in the future. According to the committee's report, there is a lack of clarity regarding these institutions, with many images existing side by side, which tend to work against each other in the short run. It proposed that the district serve as the point of decentralization and that it be given taxation powers (to raise revenue). It enabled political parties to operate at this level. It abolished the three-tier panchayat system and proposed a two-tier system with Mandal panchayats as the next tier. However, it appears that the motivation for decentralization was purely technical; the real goal was to improve the planning process and counter the accusation of "too much planning" from above. At the political level, three state governments—West Bengal, Karnataka, and Andhra Pradesh—responded to the revitalization efforts. These states were ruled by non-Congress governments, and they took advantage of the report's opportunity to breathe new life into PRIs. Regular elections were held, and some powers were devolved to panchayats and panchayat samitis in order for them to perform local functions. However, the motivation for all of this in both West Bengal and Andhra Pradesh was

political. The newly elected parties were attempting to consolidate and broaden their support and spheres of influence. Under constant threat from the Center, they reasoned that strengthening local-level institutions would be one way to stand up to it. If the Left parties in West Bengal were attempting to mobilize rural areas, N.T. Rama Rao, who won elections in Andhra Pradesh on the basis of his charisma, was in desperate need of consolidating his party's influence in the countryside. There was no plan in any of these states to decentralize governance by allowing panchayats to develop into powerful and autonomous institutions of self-government. The Karnataka experiment, on the other hand, was lauded as a daring attempt at decentralization. A new type of district administrative system was tried, and there was even talk of making the district government the third tier of the federal government. This experiment, however, was short-lived. The party that initiated this program lost the elections, and the party that was elected chose to reinstate the old system. 13 2.3.3 Panchayats of the Third Generation Even after the Congress Party regained power in 1980, the concern for participatory planning persisted. The Planning Commission issued a Working Group Report on District Planning in 1982, emphasizing the importance of public participation in order to "reduce the unequal distribution of power in rural areas." It went on to express dissatisfaction with existing institutional mechanisms of democratic decentralization, seeing them as having "fallen prey to power manipulation of the rural elite" and giving rise to "what may be called inner limits to public participation". Another Planning Commission committee, established in 1985 to review existing administrative arrangements for rural development and poverty alleviation programs, submitted its report in 1985. (GoI 1985). This committee emphasized that various rural development programs would become realistic and meaningful only if people's representatives were effectively participating in local-level planning, design formulation, scheme implementation, and beneficiary selection in anti-poverty and employment- generation programs: "In order that the felt needs of the local people and the area are articulated for planning, and priorities are effectively established and implemented, there is no better instrument to meet this need than the panchayati raj institutions". 2.3.4 The Constitutional Amendment regarding panchayats With these reports in hand, then-Prime Minister Rajiv Gandhi convened a series of meetings with district collectors in Bhopal, Hyderabad, Imphal, Jaipur, and Coimbatore. The government then drafted a bill along the lines of the one proposed by L.M. Singhvi as an appendix to the Ashok Mehta Committee

Report. While accepting the three-tier structure in his report, Singhvi made two strong points: (i)panchayatsshould be recognized as self- governing institutions; and (ii) these institutions should be provided by the Constitution. The government agreed with these suggestions, so in 1989, the 64th Amendment Bill was put before the Lok Sabha. The bill, however, was defeated in the Rajya Sabha. The states objected to the amendment because they felt the center was intervening directly at the local level and also attempting to introduce uniformity in the country. These amendments made it mandatory for each state to establish local self-government institutions (known as Panchayati Raj Institutions, or Panchayats in rural areas) at the village, intermediate, and district levels (except for states with fewer than 20 lakh people). The amendment stated that devolutionary powers would be left to the discretion of state legislatures. According to the amendment: 14 It may by law endow the Panchayats with such powers and authority as may be necessary to enable them to function as institutions of local self-government [with respect to]: a. the preparation of plans of economic development and social justice; b. the implementation of schemes for economic development and social justice as may be entrusted to them, including those in relation to matters listed in the Eleventh Schedule. The Act's provisions were not mandatory, allowing states to respond at their will. The scope of responsibilities, particularly those concerned with law and order, was excluded, and the subjects in the Eleventh Schedule were only suggested. As a result of this design, while the Constitution mandated a structure and suggested the degree of autonomy to be granted, it was up to the states to determine how the structure would function and the degree of autonomy to be granted by enacting their own legislation. However, the Act has made several significant advances in recent years. It mandated that elections be held every five years and be overseen by the State Election Commission. The gram Sabha (the village assembly) was envisioned as the deliberative body of decentralized governance and the foundation of the panchayat system, with a uniform three-tier structure. Women's empowerment was mandated by reserving one-third of all elected bodies' seats, as well as the position of chairperson in each tier. Constituency rotation was also mandated in these cases. Reservations were also made available for scheduled castes and tribes. The Act calls for the establishment of a State Finance Commission every five years to ensure adequate financial resources for panchayats. District Planning Committees were made mandatory and constitutionally recognized. In making the

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gram sabha responsible for monitoring and evaluating local-level developmental programs, the amendment represents a significant shift from previous thinking about Panchayati Raj and a step toward participatory democracy. It has also been tasked with determining who will benefit from a specific program. The amendments' participatory nature can also be found in the effort to ensure the participation in decision-making processes of citizens who are typically excluded for social, economic, or gender reasons. As a result, women and members of the scheduled castes are given preference in seating at both the assembly and the functional levels. Furthermore, the establishment of an Election Commission ensures regular elections, and the establishment of a Finance Commission ensures a statutory provision of funds that is not dependent on the political leadership of the day. District Planning Committees have also been established. The cause of the panchayats' decline in the earlier phase was attributed to infrequent elections and insufficient funds. This flaw has now been addressed. A virtual democratic revolution has occurred, with 30 lakh representatives elected at the local level every five years, of which 10 lakh are women and more than 6.5 lakh are Dalits. Women and Dalits are also serving as panchayat heads. According to Chaudhri, prior to 1994, the elected representatives closest to the voters were members of the state legislative assembly. The panchayats, with each member representing a 15 few hundred people, are now the closest to the voters. The constitutional amendments have been a significant step forward in promoting local democracy and decentralization. This can only be sustained if elections are held on a regular and timely basis. The amendment mandated elections rather than leaving them up to the whims of state governments. Until now, the record has been fairly good—even more so as state-level political parties discover panchayat elections to be a good barometer of their own rural support. Also, candidates who are running for the first time in panchayat elections see it as their first step into politics. 2.4 Balwant Rai Mehta Committee Report According to Laxmikanth, in January 1957, the Government of India appointed a committee to review the Community Development Programme (1952) and the National Extension Service (1953) and to recommend improvements. Balwantray G. Mehta was the chairman of this committee. The committee issued its report in November 1957, recommending the implementation of the scheme of "democratic decentralization," which became known as panchayati raj. Its specific recommendations are as follows: A. Establishment of a three-tier Panchayati Raj system, with Gram Panchayats at the village

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and Zila Parishads at the district level. These tiers should be organically linked via an indirect election device. B. The village Panchayat should be made up of directly elected members, whereas the Panchayat Samiti and Zila Parishad should be composed of indirectly elected members. C. These bodies should be in charge of all planning and development activities. D. The executive body should be the Panchayat Samiti, while the advisory, coordinating, and supervising body should be the Zila Parishad. E. The chairman of the Zila Parishad should be the district collector. F. These democratic bodies should be given genuine power and responsibility. G. Appropriate resources should be transferred to these bodies to allow them to carry out their functions and fulfill their responsibilities. H. A system for future devolution of authority should be developed. 2.5

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In January 1958, the National Development Council accepted the committee's recommendations. The Council did not insist on a single rigid pattern, instead allowing states 16 to develop their own patterns appropriate to local conditions. However, the fundamental principles and broad fundamentals should be the same across the country. Rajasthan was the first to implement Panchayati Raj. On October 2, 1959, the Prime Minister launched the scheme in Nagaur district. Rajasthan was followed by Andhra Pradesh, which implemented the system in 1959 as well. Following that, the majority of states adopted the system. Though most states had established Panchayati Raj institutions by the mid-1960s, there were differences between states in terms of the number of tiers, the relative position of

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samiti and parishad, their tenure, composition, functions, finances, and so on. Chakrabarty and Chand opined that the Balwantrai Mehta Committee report failed to revitalize panchayats as local governance institutions. A number of factors could have led to this. First, the study's motivation was to legitimize central government-led development programs rather than to establish panchayats as a legitimate body of community participation. Second, the Balwantrai Mehta Committee's failure was also influenced by the government and administration's elitist apathy toward panchayats. 2.6

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The cause of the panchayats' decline in the early phase after India's independence was attributed to infrequent elections and insufficient funds.

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In January 1957, the Government of India appointed a committee to review the Community Development Programme (1952) and the National Extension Service (1953) and to recommend improvements. C. Balwantray G. Mehta was the chairman of this committee.

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in 1957 to study the implementation of the Community Development Plan (1952) and the National Extension Service (1953)

in to examine the work of the Community Development Programme (1952) and the National Extension Service (1953),

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Balwant Rai Mehta Committee The Government of India created the Balwant Rai Mehta Committee in 1957 to study the implementation of the Community Development Plan (1952) and the National Extension Service (1953) and to

Balwant Rai Mehta Committee was a committee appointed by the Government of in to examine the working of the Community Development Programme (1952) and the National Extension Service (1953) and to

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The committee issued its report in November 1957, recommending the implementation of the scheme of "democratic decentralization," which became known as panchayati raj. 2.7

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Model Questions A. How does local government strengthen democracy? B. PRIs in India are facing multifarious problems. Explain them. C.

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G.V.K. Rao 3.5 L.M. Singhvi Committee 3.6Sarkaria Commission 3.7 P.K. Thungon Committee 3.8

G.V.K. Rao Committee 1985 Dr. L.M. Singhvi Committee 1986 P.K. Thungon Committee 1989

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Unit-III Asoke Mehta Committee and others: Background and Recommendations

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Mehta Committee: Recommendations 3.4 The Committee of G.V.K. Rao 3.5 L.M. Singhvi Committee 3.6Sarkaria Commission 3.7 P.K. Thungon Committee 3.8

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Conclusion 3.10Summary 3.11 Glossary 3.12Model Questions 3.13References 3.1 Learning Objectives By reading this unit, you will be able to

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The Janata Government appointed a committee on Panchayati Raj institutions in December 1977, chaired by Ashok Mehta. It submitted its report in August 1978, making 132 recommendations to revive and strengthen the country's declining Panchayati Raj system. 3.3

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Its main recommendations are as follows: A. The three-tier Panchayati Raj system should be replaced by a two-tier system consisting of a Zila Parishad at the district level and a Mandal Panchayat consisting of a group of villages covering a population of 15,000 to 20,000. B. A district should be the starting point for decentralization below the state level, under popular supervision. C. The Zila Parishad should be the executive body and be in charge of district-level planning. D. Political parties should be allowed to participate in panchayat elections at all levels. E. In order to mobilize their own financial resources, Panchayati Raj institutions should have mandatory taxation powers. F. A district-level agency and a legislative committee should conduct a regular social audit to ensure that funds designated for vulnerable social and economic groups are actually spent on them. G. The Panchayati Raj institutions should not be superseded by the state government. In the event of an urgent supersession, an election must be held within six months of the date of supersession. H. The Nyaya Panchayats must be kept separate from the development panchayats. They should be presided over by a judge who is fully competent. I. The Panchayati Raj elections should be organized and conducted by the state's Chief Electoral Officer in consultation with the Chief Election Commissioner. J. Development functions should be transferred to the Zila Parishad, and all development personnel should work under its control and supervision. 20 K. Voluntary organizations should play an important role in mobilizing public support for Panchayati Raj. L. A Panchayati Raj minister should be appointed to the state council of ministers to oversee the affairs of the Panchayati Raj institutions. M. Seats for SCs and STs should be allocated based on population. Due to the Janata government's collapse before the end of its term, no action could be taken at the central level on the recommendations of the Ashok Mehta Committee. However, the three states of Karnataka, West Bengal, and Andhra Pradesh took steps to revitalize the Panchayati Raj, taking into account some of the Ashok Mehta Committee's recommendations. 3.4 The Committee of G.V.K. Rao The Planning Commission established the Committee on Administrative Arrangements for Rural Development and Poverty Alleviation Programs in 1985, chaired by G.V.K. Rao. The Committee concluded that the development process was gradually bureaucratized and separated from Panchayati Raj.This phenomenon of bureaucratization of development administration as opposed to democratization weakened Panchayati Raj

institutions, which turned panchayats into "grass without roots."As a result, the committee made these recommendations to strengthen and revitalize the Panchayati Raj system. A. The district-level body, the Zila Parishad, should be central to the democratic decentralization scheme. According to the document, "the district is the proper unit for planning and development, and the Zila Parishad should become the primary body for management of all development programs that can be handled at that level". B. Panchayati Raj institutions at the district and lower levels should be given a significant role in rural development programs, like planning, implementation, and monitoring. C. For effective decentralized district planning, some planning functions at the state level should be transferred to district level planning units. D. A District Development Commissioner position should be established. He should serve as the Zila Parishad's chief executive officer and be in charge of all district- level development departments. E. Elections to Panchayati Raj institutions should take place on a regular basis. It was discovered that elections for one or more tiers were overdue in eleven states. 21 Thus, in its scheme of decentralized field administration, the committee acknowledges a leading role

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the Panchayati Raj in local planning and development.
The GV.K. Rao Committee Report (1986) differed

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from the Dantwala Committee Report on Block-Level Planning (1978) and the Hanumantha Rao Committee Report on District Planning (1984). Both committees have recommended that the basic decentralized planning function be performed at the district level. 3.5 L.M. Singhvi Committee The L.M. Singhvi was appointed chairman of a committee on the "Revitalization of Panchayati Raj Institutions for Democracy and Development' by the Rajiv Gandhi government in 1986. It made the following suggestions: A. The institutions of Panchayati Raj should be constitutionally recognized, protected, and preserved. A new chapter in the Indian Constitution should be added for this purpose. As a result, their identity and integrity will be reasonably and substantially protected. It also proposed constitutional amendments to ensure Panchayati Raj elections are held on a regular, free, and fair basis. B. There should be Nyaya Panchayats for groups of villages. C. Reorganization of villages to make Gram Panchayats more viable. It also emphasized the Gram Sabha's significance, referring to it as the embodiment of direct democracy. D. Financial resources for village panchayats should be increased. E. In each state, judicial tribunals should be established to resolve disputes over the election of Panchayati Raj institutions, their dissolution, and other issues concerning their operation. 3.6 Sarkaria Commission The Sarkaria Commission (1988) was evaluating the federal structure, particularly with regard to center-state relations, and made a passing remark in its report on the nature of rural and urban local self-government. The Commission found that many local self-governing bodies were not functioning effectively owing to the fact that elections to these bodies were being phased out. The Commission also emphasized the need for uniformity of law in the states regarding the holding of periodic elections and supersessions of Panchayat Raj bodies. 3.7 P.K. Thungon Committee In 1989, under the chairmanship of Dr. P.K. Thungon, a subcommittee of the Parliamentary Consultative Committee attached to the Ministry of Personnel, Public Grievances, and

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formed to consider the type of political and administrative structure required in district planning. The Committee reported that the PRIs should be continuously recognized 22 and recommended that a constitutional provision be made to ensure timely and regular elections to these bodies, with terms of five years. According to the subcommittee, the Zilla Parishad should be the district's sole planning and development agency. It also recommended the formation of a planning and coordination committee at the state level under the leadership of the prime minister, with the presidents of the ZP serving as committee members. 3.8 V.N. Gadgil Committee The Indian National Congress also set up a committee

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led by V.N. Gadgil and called the Committee on Policy and Programs. Its task was to figure out how to make PRIs work better. The Committee proposed a three-tier system of

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reservation of constituencies for SC/STs and women to ensure adequate representation for the weaker sections, a five-year tenure for PRIs, and the establishment of a state finance commission. 3.9

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Ashok Mehta submitted its report in August 1978, making 132 recommendations to revive and strengthen the Panchayati Raj system.

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Panchayati Raj institutions at the district and lower levels should be given a significant role in rural development programs, like planning, implementation, and monitoring. C. Both the Dantwala Committee and the Hanumantha Rao Committee have recommended that the basic decentralized planning function be performed at the district level. 3.11

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the country's waning Panchayati Raj system. The Indian states of Karnataka, Andhra Pradesh, and West Bengal

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51/222 **SUBMITTED TEXT** 103 WORDS **100%** **MATCHING TEXT** 103 WORDS

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of the 73rd Constitutional Amendment Act 4.4 Conclusion 4.5 Summary 4.6 Glossary 4.7 Model Questions 4.8References 4.1 Learning Objectives By reading this unit, you will be able to

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The 73rd Constitutional Amendment Act of 1992 is regarded as a turning point in the history of Indian local government.By granting it the much-desired constitutional status, it has effectively transformed the age-old tradition and institution of local government from a dependent to an independent status. This Act added Part-IX to the Indian Constitution. It is titled "The Panchayats" and contains provisions ranging from articles 243 to 243-0. Furthermore, the Act added the Eleventh Schedule to the Constitution. 4.3

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Act has given practical form to Article 40 of the Constitution, which states that "the state shall take steps to organize village panchayats and endow them with such powers and authority as may be necessary to enable them to function as units of self-government." This article is part of the Directive Principles of

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state laws establishing the new Panchayati Raj system. The voluntary provisions, on the other hand, may be included at the states' discretion. Thus, the Act's voluntary provisions ensure that states have the right to consider local factors such as geographical, political, and administrative factors when implementing the new Panchayati Raj system.

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The following are the Act's most notable features: Fixed Structure It outlined a three-tiered structure at the village, intermediate, and district levels. It also stated that an intermediary panchayat may not be formed in a state with a population of less than twenty lakhs. This consistent pattern of PRIS was required to reduce the structural confusion that existed prior to the amendment period (Article 243B). The Continuity The Amendment states unequivocally that PRIS will be in place for a fixed period of five years from the date of its first meeting. If a panchayat is dissolved and a new election is held, the newly elected panchayat is only required to serve for the remaining portion of the five- year term. An election must be held within six months of the date of dissolution(See Article 243 E). All of this was necessary to ensure panchayat continuity and to reduce the possibility of long-term supersessions of elected panchayats on political. Functions and authority The state legislature may grant the panchayats the powers and authority required for them to function as self-governing institutions. Such a scheme may include provisions for the devolution of powers and responsibilities to Panchayats at the appropriate level in relation to the preparation of plans for economic development and social justice; and (ii) the implementation of schemes for economic development and social justice entrusted to them, including those relating to the 29 matters listed in the Eleventh Schedule. 26 Representativeness The Amendment Act mandated that seats be reserved for the SC/ST population and women at all levels of panchayats. Article 243D provides for the reservation of seats for SC and ST in each panchayat based on their proportion to the total population of that panchayat, and such seats may be allotted to different constituencies in the panchayat through rotation. At least one-third of all panchayat seats, including those reserved for SC/ST, shall be reserved for women, and such seats may be allotted to different constituencies in a panchayat by rotation. This was an enabling provision that allowed previously marginalized groups to be represented in panchayats. The article also stated that when the period specified in Article 334 expires, the reservation of seats for SC/ST will cease to have any effect. Subclause 6 stated that state legislatures can reserve seats in panchayats for backward citizens and that nothing shall prevent them from doing so. Clause (1) of Article 244 expanded political space for the marginalized. The Panchayats (Extension to Scheduled Areas) Act, 1996, was enacted by Parliament to extend the 73rd Amendment to scheduled areas (PESA).

PESA is supposed to apply in eight states: Andhra Pradesh, Madhya Pradesh, Rajasthan, Gujarat, Maharashtra, Bihar, Odisha, and Himachal Pradesh. Responsibility The provision of the gram Sabha aims to increase the elected representatives' accountability at the local level. According to Article 243A, a gram sabha may exercise at the village level such powers and functions as the legislature of a state may provide by law.Article 243 defined gram sabha as a body comprised of persons registered in the electoral rolls relating to a village comprised within the area of panchayat at the village level. The Gram Sabha is the only forum where all citizens can participate, debate, criticize, reject, and approve proposals made by gram panchayats. Gram Sabhas acts as a watchdog, provide transparency to panchayat activities, and increase accountability at the grassroots level. Appointment of the State Election Commission Article 243

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our Constitution empowers state governors to appoint a State Election Commission. This body will be in charge of overseeing panchayat elections. This was necessary in order to free the panchayats from the clutches of the state bureaucracy and governmental machinery. Finances The state legislature may: (i)authorize a panchayat to levy, collect, and appropriate taxes, duties, tolls, and fees; (ii) delegate duty to a panchayat for the collection of taxes, duties, tolls, and fees which are collected by the state government; (iii) provide for grants-in-aid to 27 panchayats from the state's Consolidated Fund; and (iv) establish funds for providing money to the Panchyats. Appointment of the State Finance Commission The governors of states are also empowered to form the State Finance Commission (Article 243L) to review the financial position of panchayats and make recommendations to the governor on financial matters such as the allocation of funds and finances between states and PRIs, as well as grants-in-aid to PRIs. PRIS cannot function as viable units unless they have a strong financial foundation. Structure of the District Planning Committee Under Article 243ZD of the Constitution, district planning committees (DPcs) are to be established at the district level in every state except Meghalaya, Mizoram, J&K, Nagaland, and the National Capital of Delhi, under Article 243ZD of the Constitution, to consolidate the plans prepared by panchayats and municipalities in the district and to prepare a draft plan for the district. The state legislature will pass legislation governing the composition of DPCs and how seats will be filled. Eleventh Schedule It includes the following twenty-nine functional elements that are within the scope of panchayats: Agriculture, as well as agricultural extension, Land enhancement, land reform implementation, land consolidation, and soil conservation, Water management, minor irrigation, and watershed development, Animal husbandry, dairying, and poultry production, Fisheries, Farm forestry and social forestry, Minor Forest yields, Small-scale enterprises, such as the food processing industry, Village and cottage industries, as well as Khadi, Housing in the rural area, Drinking Water, Fodder and fuel, Roads, culverts, bridges, ferries, and waterways, as well as other modes of communication, Rural electrification, including electricity distribution, Renewable energy sources, Poverty Reduction Program, Primary and secondary education, Technical education and vocational training,Adult education and non- formal education, Libraries, Cultural pursuits, Fairs and markets, Hospitals, primary health care centers, and dispensaries, health and sanitation facilities,

Family welfare, Women's and children's development, Social welfare, including disabled and mentally impaired welfare, The welfare of the lower classes, particularly the scheduled castes and tribes, Public Distribution System, maintenance of community assets. Provisions that are Compulsory and Voluntary Now, we shall separate between the obligatory (obligatory or compulsory) and voluntary (discretionary or optional) elements (features) of the 73rd Constitutional Amendment Act (1992), or the Part IX of the Constitution: 28 A. Mandatory Provisions A. Gram Sabha organization in a village or group of villages. B. Establishment of village, intermediate, and district panchayats. C. Elections to all panchayat seats at the village, intermediate, and district levels. D. Indirect elections for panchayat chairpersons at the intermediate and district levels. E. The minimum age for standing in panchayat elections should be 21 years old. F. Reservation of seats (both members and chairpersons) in panchayats at all three levels for SCS and STS. G. Reservation of one-third of panchayat seats (both members and chairpersons) for women at all three levels. H. Establishing a five-year term for panchayats at all levels, with new elections held within six months following the supersession of any panchayat. I. Establishment of a State Election Commission to oversee panchayat elections. J. Establishment of a State Finance Commission to assess the financial status of the panchayats every five years. B. Optional Provisions A. Providing representation to members of Parliament (both Houses) and the state legislature (both Houses) in the panchayats at different levels within their respective constituencies. B. Making seats (both members and chairpersons) available for backward classes in panchayats at any level. C. Delegating powers and authority to panchayats in order for them to act as self- governing entities (in brief, making them autonomous bodies). D. Devolution of authorities and duties to panchayats to formulate plans for economic growth and social justice, as well as to undertake some or all of the twenty-nine activities stated in the Eleventh Schedule of the Constitution. 29 E. Delegating financial authority to panchayats, allowing them to charge, collect, and allocate taxes, duties, tolls, and fees. Articles about the Panchayat Serial Number Article Number What it's about 01 243 Definitions 02 243A Gram Sabha 03 243B Constitution of panchayats 04 243C Composition of panchayats 05 243D Reservation of seats 06 243E Duration of panchayats, and so on 07 243F Disqualifications for membership 08 243G Powers, authority and responsibilities of panchayats 09 243H Powers to impose taxes by, and funds of, the panchayats 10 243I Constitution of finance commission to review

financial position 11 243J Audit of accounts of panchayats 12 243K Elections to the panchayats 13 243L Application to union territories 14 243M Part not to apply to certain areas 15 243N Continuance of existing laws and panchayats 16 243O Bar to interference by courts in electoral matters 4.4

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The Act gives Panchayati Raj institutions a constitutional status. It has brought them under the jurisdiction of the Constitution's justiciable section. In other words, state governments are mandated by the Constitution to implement the new Panchayati Raj system in accordance with the Act's provisions. As a result, neither the formation of panchayats nor the holding of elections at regular intervals is any more dependent on the will of the state government. The Act

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is a watershed moment in the country's evolution of grassroots democratic institutions. It shifts from representative to participatory democracy. Building democracy at the grassroots level in this country is a revolutionary idea. 4.5

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61/222 **SUBMITTED TEXT** 58 WORDS **97%** **MATCHING TEXT** 58 WORDS

The 73rd Amendment Act gives Panchayati Raj institutions a constitutional status. 30 B. The 73rd amendment made it mandatory for each state to establish Local Self- Government Institutions (known as Panchayati Raj Institutions, or Panchayats in rural areas) at the village, intermediate, and district levels (except for states with fewer than 20 lakh people).

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The Amendment Act mandated that seats be reserved for the SC/ST population and women at all levels of panchayats. D. At least one-third of all panchayat seats, including those reserved for SC/ST, shall be reserved for women, and such seats may be allotted to different constituencies in a panchayat by rotation. E. The article also stated that when the period specified in Article 334 expires, the reservation of seats for SC/ST will cease to have any effect. F. The state legislature will pass legislation governing the composition of DPCs and how seats will be filled.

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The Constitutional Amendments have been a significant step forward in promoting local democracy and decentralization. 4.6 Glossary 73 rd Constitutional Amendment Act:

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democracy at the grassroots level, as it is at the state or national level." 4.7

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Discuss the basic features of the 73 rd Amendment Act. B. What were the main differences between the local governments before 73rd amendment and after that amendment? 4.8

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66/222 **SUBMITTED TEXT** 42 WORDS **100%** **MATCHING TEXT** 42 WORDS

References Bidyut Chakrabarty and Prakash Chand Kandpal, Public Administration in a Globalizing World: Theories and Practise, 2e (New Delhi: Sage, 2020). Bidyut Chakrabarty and Prakash Chand, Public Administration: From Government to Governance (Hyderabad: The Orient Blackswan, 2017). B.S.

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67/222 **SUBMITTED TEXT** 65 WORDS **100%** **MATCHING TEXT** 65 WORDS

George Mathew (eds.) Inclusion and Exclusion in Local Governance: Field Studies from Rural India (New Delhi: SAGE Publications, 2009). 31 Nirja Gopal Jayal, Amit Prakash and Pradeep K. Sharma (eds.) Local Governance in India: Decentralization and Beyond (New Delhi: Oxford University Press, 2007). Kuldeep Mathur, Panchayati Raj (New Delhi: Oxford University Press, 2013). Moitree Bhattacharya (Mukhopadhyay), "Democratic Decentralization and Panchayati Raj,"

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68/222 **SUBMITTED TEXT** 30 WORDS **100%** **MATCHING TEXT** 30 WORDS

India, Economy, Society, Politics, ed. Neera Chandhoke and Praveen Priyadarshi (New Delhi: Pearson Education India, 2009). M. Laxmikanth, Public Administration (New Delhi: Tata McGraw Hill Education, 2011).

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Unit-V The Impact of the 73rd Constitutional Amendment Act on India's Panchayat Raj Institutions

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Panchayat Raj) 5.4 Conclusion 5.5 Summary 5.6 Glossary 5.7 Model Questions 5.8References 5.1 Learning Objectives Following completion of this unit, you should be able to:

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According to Bhattacharya, panchayats in the post-73rd Amendment era have a uniform structure. They were able to institutionalize and strengthen panchayats. However, while structural impediments removed, procedural flaws remain. Elections are held on a regular basis. With a few exceptions, most states passed their Conformity Acts within one year of being directed and began preparing for elections. Today, over 21 lakh representatives are elected to three tiers of panchayats. More than 40% of these are women, 16% are SCs, and 32 11% are STs, making India the largest democratic country with the broadest democratic base possible. 5.3

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Women, SCs, and STs have gained access to Panchayati Raj institutions as a result of the reservation. Without this, panchayats would remain in the hands of rural elites, as they had previously. Despite this, some provisions are causing practical difficulties and should be reconsidered. With reservation many people who come to power are first-timers with little experience. Many of the chairpersons are inexperienced, and bureaucracy usurps their power and functions and exerts indirect control over them. The concept of rotation prescribed by the Act in relation to reserved seats has created some complications. It is stated that seats shall be allotted by rotation to different constituencies in a panchayat at the end of every five years. If this policy is followed, no such candidate will have the opportunity to be re-elected to that seat a second time, as it is highly unlikely that these people will be allowed to contest from the same seat once the reservation is removed. If we assume that the majority of the reserved candidates are first-timers with little experience, many of these first-timers will also be last- timers, and by the time they gain experience, it will be time for them to leave office. It could be argued, however, that even if he or she is not re-elected, the exposure and experience which he or she get when in office, will not only empower but also raise their awareness levels. A woman or a person of a lower caste who is elected for at least one term is no longer the same ignorant person as before. He or she is likely to be more aware, confident, and involved in all collective matters. One of the goals of the 73rd Amendment was to find a way to incorporate common people into the political process and give them an opportunity to say in policymaking through the establishment of gram sabhas as key institutions. Several suggestions for revitalizing the gram sabhas were made. The Government of India declared 1999–2000 the Year of Gram Sabha in order to popularize the concept among the people. However, it has been discovered in many cases that gram sabhas, which were supposed to be the pivot of panchayati raj in the new dispensation, have not received adequate attention. First, gram sabhas are typically comprised of one large village or two to three villages combined, making the gathering exceptionally large. Participation in such large gatherings is meaningless. Villagers are often hesitant to express their needs and priorities in front of such a large crowd. As a result, only those in positions of authority speak, while the rest are merely observers.According to recommendations, the size of gram sabhas should be reduced. West Bengal, for

example, established smaller units known as gram Sansads or ward sabhas to serve this purpose. If their size is reduced, not only will the gram sabhas become a more cohesive body, but it will also be easier for the villagers to attend such meetings. They now have to travel long distances to attend the meeting, which act as a deterrent to participate on those meeting. Ward sabhas should therefore be formed everywhere. Second, gram sabhas do not meet very frequently.The Constitution stipulates that it should meet at least twice a year. Unfortunately, the minimum is misconstrued as the maximum, and the majority of sabhas are only met twice. If they do not meet more frequently, it will be impossible for them to contribute meaningfully to the village's affairs. 33 The devolution of funds and functionaries is one of the prerequisites for successful decentralization. Decentralized units must have autonomy in carrying out their functions. They will continue to rely on the state and bureaucracy unless they have adequate funds and functionaries.PRIs are constitutionally mandated, but they do not have the necessary fuel because there is neither adequate financing from above nor adequate mobilization from below.The economic backwardness of the masses made local fund mobilization extremely challenging. Many Indian states have devolved as many as twenty-nine subjects to the PRIS; some have devolved fewer subjects, but most PRIS lack adequate funds and functionaries for functional devolution. There should be a clear understanding that local governments are self-governing institutions, not just delivery agencies. Another issue is that there is a lack of coordination and harmonious understanding among the three tiers of PRIS with regard to which functions will be carried out by which strata of PRI. Regarding the devolution of functionaries, it is frequently asserted that PRIS lacks sufficient functionaries. Gram panchayats with only one secretary and one job assistant are especially affected by the problem. The 73rd Amendment envisioned not only the administration of development projects by PRIS but also the initiation of planning at the local level. The 73rd Amendment mandated that the states establish their District Planning Committees (DPCs) and move toward decentralized planning. The DPCs were tasked with developing district-wide composite plans. Unfortunately, many states are still hesitant to set up DPC in their own states, stifling the idea of planning from the bottom up. Some states haven't set up their own DPCS yet. These include Andhra Pradesh, Gujarat, Haryana, Punjab, Tripura, Uttar Pradesh, Uttaranchal, Maharashtra, and Jharkhand. It is necessary to develop political will in order to properly implement these measures. The states have

yet to take grassroots planning seriously. The Kerala People's Plan model, which was started in 1996 with the goal of giving local bodies and local people more power, was well-received and could be used in other states with minor changes, if needed. Another source of concern is the rise of parallel bodies in many states, which are infringing on PRIS's constitutionally mandated authority. It produces a division between functions and responsibilities. Some see it as an opportunity to ensure village development through the participation of alternative bodies, while others believe that the duality it creates leads to distracted efforts and wasteful expenditure. Some are concerned that these bodies are usurping the role of democratically elected and constitutionally established PRIs. The parallel bodies that were running in different states alongside the PRIs included the Gram Vikas Samitis in Haryana, the Janmabhoomi scheme in Andhra Pradesh, and the users' groups in Uttar Pradesh. The District Rural Development Agency is the most common parallel body (DRDAs). They were founded in the early 1980s and receive funding directly from central government programs. After 1993, when elected panchayats were established, the DRDAs continued to exist as parallel bodies, receiving funds from the central government. Creating such parallel bodies violates both the letter and spirit of the 73rd Amendment. It undermines panchayats, which are legally empowered to perform a variety of functions. Capacity building, as it is commonly known today, must be applied to panchayat members and villagers. It entails complete awareness of the entire panchayati raj system, proper training in panchayat activities, education of rural development schemes, fiscal prudence, 34 behavioural changes, and so on. They would be unable to make the best use of the Constitutional Amendment without all of this. Training and capacity-building initiatives are currently insufficient. Neo-literates, women, and underprivileged groups should be prioritized.Neo-literates, women, and underprivileged groups should be prioritized. Databases should be created and updated on a regular basis to pool all national, state, and district-level resources. States have already implemented e-government for panchayats. If properly implemented, it will have a positive impact on panchayats' delivery of services. It may also facilitate information sharing, which is currently very limited. For public accountability, official records should be made more accessible. When voters and elected representatives at the local level are so poorly informed, democratic decentralization cannot have a significant impact. 5.4 Conclusion Decentralization has its own possibilities. Instead of opposing PRIS in India, we must

eliminate the obstacles in its way and ensure its success by removing the obstructions. India's Panchayati Raj has come a long way despite its flaws. It is nevertheless plagued by insufficient funds, a lack of citizen participation in planning, the ongoing weakness of gram sabhas, and administrative intervention. Despite these challenges, it is obvious that PRIs have contributed to an extraordinary expansion of the democratic basis of our nation. Thousands of men and women have occupied positions of authority that were formerly unimaginable. It emancipated women, Dalits, tribals, and others who had previously been completely marginalized. Today, they have the power to alter the focus of development. This lets them take care of their own needs and priorities and brings about development of their own communities. This is a significant accomplishment and a source of optimism for the panchayat system. Additionally, the PRIS has fostered the concept of participatory decision-making and devotion to community interests. This culture of collective approach should penetrate the consciousness of the people. Only then would they take an interest in panchayat operations and strive for their success. 5.5 Summary A.

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After 1993, when elected panchayats were established, the DRDAs continued to exist as parallel bodies, receiving funds from the central government.

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Instead of opposing PRIS in India, we must eliminate the obstacles in its way and ensure its success by removing the obstructions.

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India's Panchayati Raj has come a long way despite its flaws.

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This is a significant accomplishment and a source of optimism for the panchayat system. 35 5.6 Glossary The

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77/222 **SUBMITTED TEXT** 26 WORDS **100%** **MATCHING TEXT** 26 WORDS

What are the problems that first-generation panchayats faced in India? Do you think the post-73 rd Amendment period was an improvement over it?

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78/222 **SUBMITTED TEXT** 162 WORDS **100%** **MATCHING TEXT** 162 WORDS

What is democratic decentralization? Examine democratic decentralization in the context of the 73rd Constitutional Amendment Act for Panchayats. 5.8 References Bidyut Chakrabarty and Prakash Chand Kandpal, Public Administration in a Globalizing World: Theories and Practise, 2e (New Delhi: Sage, 2020). Bidyut Chakrabarty and Prakash Chand, Public Administration: From Government to Governance (Hyderabad: The Orient Blackswan, 2017). B.S.Baviskarand George Mathew (eds.) Inclusion and Exclusion in Local Governance: Field Studies from Rural India (New Delhi: SAGE Publications, 2009). Nirja Gopal Jayal, Amit Prakash and Pradeep K. Sharma (eds.) Local Governance in India: Decentralization and Beyond (New Delhi: Oxford University Press, 2007). Kuldeep Mathur, Panchayati Raj (New Delhi: Oxford University Press, 2013). Moitree Bhattacharya (Mukhopadhyay), "Democratic Decentralization and Panchayati Raj,"inContemporary India, Economy, Society, Politics, ed.Neera Chandhoke and Praveen Priyadarshi (New Delhi: Pearson Education India, 2009). M. Laxmikanth, Public Administration (New Delhi: Tata McGraw Hill Education, 2011). 36

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79/222 **SUBMITTED TEXT** 37 WORDS **48%** **MATCHING TEXT** 37 WORDS

raj 1.5. Conclusion 1.6. Summary 1.7. Key words 1.8. Model questions 1.9. References 1.1. LEARNING OBJECTIVES After studying this unit, one should be able to- • The background of rural local government in India

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80/222 **SUBMITTED TEXT** 28 WORDS **88%** **MATCHING TEXT** 28 WORDS

the Balwant Rai Mehta Committee, the Asoka Mehta Committee instead suggested a two-tier structure of Panchayati raj. The two tiers were to be- 1. Zila Parishad at

the Balwant Rai Mehta Committee, the Asoka Mehta Committee suggested a two tier structure of panchayati raj. These two-tiers were to be: • zila parishad at

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district level. 2. Mandal panchayat, an administrative unit between village panchayat and panchayat Samiti. In the two-tier system, the

district level; • mandal panchayat, an administrative unit between village panchayat and panchayat samiti. • In the two-tier system, the

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82/222 **SUBMITTED TEXT** 12 WORDS **95%** **MATCHING TEXT** 12 WORDS

the earlier committee report. The recommendations of the Ashok Mehta Committee

the earlier committee report. • However the recommendations of the Ashok Mehta Committee

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83/222 **SUBMITTED TEXT** 41 WORDS **88%** **MATCHING TEXT** 41 WORDS

states like Bihar, Uttar Pradesh and Tamil Nadu halted elections. At the same time, many new agencies were set up by the Central Government like -District Rural Development Agency, to take up development programmes in collaboration with the State Governments,

States like Bihar, Uttar Pradesh and Tamil Nadu did not hold elections to panchayats for long. At the same time, many new agencies were set up by the Central Government like -District Rural Development Agency, to take up development programmes in collaboration with the State Governments,

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84/222	SUBMITTED TEXT	17 WORDS	96%	MATCHING TEXT	17 WORDS
a three-tier structure based on direct elections at all three tiers: • Village • Intermediate (			a three- tier structure based on direct elections at all the three tiers: village, intermediate		

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85/222	SUBMITTED TEXT	13 WORDS	100%	MATCHING TEXT	13 WORDS
members of the State Legislature and Parliament may also be represented in			members of the State Legislature and Parliament may also be represented in		

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86/222	SUBMITTED TEXT	10 WORDS	100%	MATCHING TEXT	10 WORDS
The middle-level panchayats are generally known as Panchayat Samitis			The middle-level panchayats are generally known as Panchayat Samitis.		

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87/222	SUBMITTED TEXT	25 WORDS	90%	MATCHING TEXT	25 WORDS
Provisions have been made for the inclusion of the chairpersons of the village panchayats in the block and district-level panchayats. The reservation policy of			Provisions have been made for the inclusion of the chairpersons of the village panchayats in the block and district level panchayats. The provision regarding reservation of		

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88/222	SUBMITTED TEXT	29 WORDS	95%	MATCHING TEXT	29 WORDS
one-third of total seats being reserved for women, and one-third for women out of the Quota fixed for Scheduled Castes/Tribes. Reservation is also provided for offices of Chairpersons.			one-third of total seats are reserved for women, and one-third for women out of the Quota fixed for Scheduled Castes/Tribes. Reservation is also provided for offices of Chairpersons.		

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89/222	SUBMITTED TEXT	17 WORDS	81%	MATCHING TEXT	17 WORDS
The reserved seats are at times allotted by rotation to different constituencies in a panchayat area			The reserved seats are allotted by rotation to different constituencies in a panchayat area.		

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90/222 **SUBMITTED TEXT** 15 WORDS **100%** **MATCHING TEXT** 15 WORDS

State Legislatures can provide for further reservation for other backward classes (OBC) in panchayats

State Legislatures can provide for further reservation for other backward classes (OBC) in panchayats.

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91/222 **SUBMITTED TEXT** 31 WORDS **100%** **MATCHING TEXT** 31 WORDS

The Amendment provides for the continuous existence of panchayats. The normal term of a panchayat is five years. If a panchayat is dissolved earlier, elections are held within six months.

The Amendment provides for the continuous existence of Panchayats. The normal term of a Panchayat is five years. If a Panchayat is dissolved earlier, elections are held within six months.

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92/222 **SUBMITTED TEXT** 16 WORDS **71%** **MATCHING TEXT** 16 WORDS

electoral rolls, and declaration of results. (ii) Powers and responsibilities of panchayats State Legislatures

electoral rolls and conduct of elections to panchayats. (ii) Powers and responsibilities of panchayats State Legislatures

W https://www.nios.ac.in/media/documents/srsec317newE/317EL16.pdf

93/222 **SUBMITTED TEXT** 21 WORDS **100%** **MATCHING TEXT** 21 WORDS

agriculture, primary and secondary education, health and sanitation, drinking water, rural housing, the welfare of weaker sections, social forestry and

agriculture, primary and secondary education, health and sanitation, drinking water, rural housing, the welfare of weaker sections, social forestry and

W https://www.civilsdaily.com/panchayati-raj-institution-evolution-features-composition-powers-func ...

94/222 **SUBMITTED TEXT** 39 WORDS **50%** **MATCHING TEXT** 39 WORDS

three levels of Panchayati raj- • the Gram Panchayats at the village level. • the Mandal Parishad or Block Samiti or Panchayat Samiti at the block level. • the Zila Parishad at the district level. 38

SA final PRI and MGNREGA .docx (D146921272)

95/222 **SUBMITTED TEXT** 33 WORDS **95%** **MATCHING TEXT** 33 WORDS

Three-tier Structure of Panchayati Raj i) Panchayats at Village Level: This is the basic or grassroots level of Panchayati raj. The panchayat for a village or a group of villages includes

SA Ch.-11._local_self_government_corrected_30.04.2022.docx (D136736777)

96/222 **SUBMITTED TEXT** 38 WORDS **83%** **MATCHING TEXT** 38 WORDS

is an important feature of the 73rd amendment. Gram Sabha consists of all adult residents within a village or group of villages. Due to this fact it is the only institution of direct democracy in the country

SA Ch.-11._local_self_government_corrected_30.04.2022.docx (D136736777)

97/222 **SUBMITTED TEXT** 35 WORDS **82%** **MATCHING TEXT** 35 WORDS

Generally, two meetings of Gram Sabha are held every year. In these meetings, the Gram Sabha as the general body of the people hears annual statements of accounts, audits or administrative reports of panchayats

SA Ch.-11._local_self_government_corrected_30.04.2022.docx (D136736777)

98/222 **SUBMITTED TEXT** 17 WORDS **75%** **MATCHING TEXT** 17 WORDS

It also recommends new development projects to be undertaken by panchayats for the development of the

SA uddinnazim787@gmail.com.docx (D153883557)

99/222 **SUBMITTED TEXT** 19 WORDS **91%** **MATCHING TEXT** 19 WORDS

It also helps in identifying poor people in the village so that they may be given economic assistance

SA Ch.-11._local_self_government_corrected_30.04.2022.docx (D136736777)

100/222 **SUBMITTED TEXT** 40 WORDS **97%** **MATCHING TEXT** 40 WORDS

b) Gram Panchayat- The lower tier of the Panchayati raj system in the country is the village-level panchayat. It is known in most States as Gram Panchayat. The members of a Gram Panchayat are directly elected by the people

SA Ch.-11._local_self_government_corrected_30.04.2022.docx (D136736777)

101/222 **SUBMITTED TEXT** 15 WORDS **100%** **MATCHING TEXT** 15 WORDS

The number of members of a Gram Panchayat is fixed on the basis of

SA Ch.-11._local_self_government_corrected_30.04.2022.docx (D136736777)

102/222 **SUBMITTED TEXT** 61 WORDS **77%** **MATCHING TEXT** 61 WORDS

held on the basis of a single-member constituency. There is a reservation for one-third of the total number of seats for women, and some for Scheduled Castes and Tribes including one-third for women of Scheduled Castes and Tribes. Chairpersons of Gram Panchayats are called by different names in different States as 'Sarpanch, Pradhan or President. There is a Vice-Chairperson also

SA Ch.-11._local_self_government_corrected_30.04.2022.docx (D136736777)

103/222 **SUBMITTED TEXT** 18 WORDS **100%** **MATCHING TEXT** 18 WORDS

Both are elected by members of the panchayat. Gram Panchayats generally hold their meetings once a month

SA Ch.-11._local_self_government_corrected_30.04.2022.docx (D136736777)

104/222 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

Panchayats at all levels constitute committees for transactions of their business

SA Ch.-11._local_self_government_corrected_30.04.2022.docx (D136736777)

105/222 **SUBMITTED TEXT** 15 WORDS **100%** **MATCHING TEXT** 15 WORDS

that settled local disputes. They are set up to provide speedy and inexpensive justice

SA Ch.-11._local_self_government_corrected_30.04.2022.docx (D136736777)

106/222 **SUBMITTED TEXT** 22 WORDS **100%** **MATCHING TEXT** 22 WORDS

jurisdiction of Nyaya Panchayat varies from State to State – one such panchayat is set up for five or more-gram panchayats

SA Ch.-11._local_self_government_corrected_30.04.2022.docx (D136736777)

107/222 **SUBMITTED TEXT** 26 WORDS **100%** **MATCHING TEXT** 26 WORDS

panchayats. Their tenure is between 3 and 5 years, as determined by State law. Nyaya Panchayats generally deal with petty civil and criminal cases and

SA Ch.-11._local_self_government_corrected_30.04.2022.docx (D136736777)

108/222 **SUBMITTED TEXT** 45 WORDS **89%** **MATCHING TEXT** 45 WORDS

Panchayat Samiti: The second or middle tier of the Panchayati raj is Panchayat Samiti which acts as a bridge between Gram Panchayat and a Zila Parishad. The strength of a Panchayat Samiti also 42 depends on the population in a samiti area

Panchayat Samiti The second or middle tier of the Panchayati Raj is Panchayat Samiti, which a link between Gram Panchayat and a Zila Parishad. The strength of a Panchayat Samiti also depends on the population in a Samiti area.

W https://www.slideshare.net/prem1790/panchayati-raj-89640583

109/222 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

There are no lawyers to plead the cases in Nyaya Panchayat

SA Ch.-11._local_self_government_corrected_30.04.2022.docx (D136736777)

110/222 **SUBMITTED TEXT** 45 WORDS **89%** **MATCHING TEXT** 45 WORDS

In Panchayat Samiti, some members are directly elected. Sarpanchs/pradhans of gram panchayats are ex-officio members of Panchayat Samitis. However, not all the sarpanches of Gram Panchayats are members of Panchayat Samitis at the same time. The number varies from State to State and is

SA Ch.-11._local_self_government_corrected_30.04.2022.docx (D136736777)

111/222 **SUBMITTED TEXT** 46 WORDS **100%** **MATCHING TEXT** 46 WORDS

only chairpersons of some Gram Panchayats in a Samiti area are members of Panchayat Samiti at a time. In some panchayats, members of Legislative Assemblies and Legislative Councils as well as members of Parliament who belong to the Samiti area are co-opted as its members

SA Ch.-11._local_self_government_corrected_30.04.2022.docx (D136736777)

112/222 **SUBMITTED TEXT** 61 WORDS **95%** **MATCHING TEXT** 61 WORDS

Zila Parishad is the uppermost tier of the Panchayati raj system. This institution has some directly elected members whose number differs from State to State as it is also based on population. Chairpersons of Panchayat Samitis are ex-officio members of Zila Parishads. Members of Parliament, Legislative Assemblies and Councils belonging to the districts are often nominated members of Zila Parishads

Zila Parishad or district is the uppermost tier of the Panchayati Raj system. This institution has some directly elected members whose number differs from State to State as it is also based on population. Chairpersons of Panchayat Samitis are ex-officio members of Zila Parishads. Members of Parliament, Legislative Assemblies and Councils belonging to the districts are also nominated members of Zila Parishads.

W https://www.civilsdaily.com/panchayati-raj-institution-evolution-features-composition-powers-func ...

113/222 **SUBMITTED TEXT** 14 WORDS **100%** **MATCHING TEXT** 14 WORDS

Chairpersons of Panchayat Samitis are, generally elected from among the directly elected members

SA Ch.-11._local_self_government_corrected_30.04.2022.docx (D136736777)

114/222 **SUBMITTED TEXT** 19 WORDS **91%** **MATCHING TEXT** 19 WORDS

The chairperson of a Zila Parishad, called Adhyaksha or President, is elected from among the directly elected members

SA Ch.-11._local_self_government_corrected_30.04.2022.docx (D136736777)

115/222 **SUBMITTED TEXT** 27 WORDS **100%** **MATCHING TEXT** 27 WORDS

politicisation of administration, entry of criminal elements in the elected bodies, rampant corruption, caste and group division, priority to self-interest over public welfare and electoral malpractices

politicisation of administration, entry of criminal elements in the elected bodies, rampant corruption, caste and group division, priority to self interest over public welfare and electoral malpractices.

W https://www.nios.ac.in/media/documents/srsec317newE/317EL16.pdf

116/222 **SUBMITTED TEXT** 25 WORDS **100%** **MATCHING TEXT** 25 WORDS

The 73rd amendment seeks to radically alter the power relations in the villages by reserving seats for scheduled castes, tribes, backward classes and women.

The 73 rd amendment seeks to radically alter the power relations in the villages by reserving seats for scheduled castes, tribes, backward classes and women.

W https://www.nios.ac.in/media/documents/srsec317newE/317EL16.pdf

117/222 **SUBMITTED TEXT** 15 WORDS **100%** **MATCHING TEXT** 15 WORDS

However, in the absence of proper education, training 43 and economic independence,

However, in the absence of proper education, training and economic independence,

W https://www.nios.ac.in/media/documents/srsec317newE/317EL16.pdf

118/222 **SUBMITTED TEXT** 19 WORDS **100%** **MATCHING TEXT** 19 WORDS

Urgent steps need to be taken to effectively deal with these problems in order to facilitate participatory development

Urgent steps need to be taken to effectively deal with these problems in order to facilitate participatory development.

W https://www.nios.ac.in/media/documents/srsec317newE/317EL16.pdf

119/222 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

Special meetings can also be convened to discuss special matters

SA Ch.-11._local_self_government_corrected_30.04.2022.docx (D136736777)

120/222 **SUBMITTED TEXT** 48 WORDS **77%** **MATCHING TEXT** 48 WORDS

one of the Directive Principles of the Constitution; Article 40 of which says that "The State shall take steps to organise village panchayats and endow them with such powers and authority as may be necessary to enable them to function as units of self-government." However, the

one of the Directive Principles of State lays down that the State shall take steps to organise village panchayats and endow them with such powers and authority as may be necessary to enable them to function as units of self-government. In the

W https://www.india.gov.in/my-government/constitution-india/amendments/constitution-india-seventy-t ...

121/222 **SUBMITTED TEXT** 43 WORDS **82%** **MATCHING TEXT** 43 WORDS

the Directive Principles of the State policy, it was explicitly stated that- "the State shall take steps to organise village panchayats and endow them with such powers and authority as may be necessary to enable them to function as units of self- government".

the Directive Principles of State Policy down that the State shall take steps to organise village panchayats and endow them with such powers and authority as may be necessary to enable them to function as units of self-government.

W https://www.india.gov.in/my-government/constitution-india/amendments/constitution-india-seventy-t ...

122/222 **SUBMITTED TEXT** 33 WORDS **61%** **MATCHING TEXT** 33 WORDS

WEST BENGAL PANCHAYAT ACT 1973 55 The West Bengal Panchayat Act of 1973 was introduced to reorganize, strengthen and expand the activities of Panchayats in rural areas of West Bengal.

West Bengal Panchayat (Amendment) Act, 2017 vide No. 1174-L dt. 16.10.2017 • West Bengal Panchayat (2nd Amendment) Act, 2017 vide No. 1176-L dt. 16.10.2017 An Act to reorganize, strengthen and expand the activities of Panchayats in rural areas of West Bengal

W https://wbxpress.com/west-bengal-panchayat-act-1973/

123/222 **SUBMITTED TEXT** 23 WORDS **81%** **MATCHING TEXT** 23 WORDS

to enable them to act as units of self-government and strive for socioeconomic development and secure social justice for the people.

to enable them to act as units of self-government to strive for socio-economic development and securing social justice for the people

W https://wbxpress.com/west-bengal-panchayat-act-1973/

124/222 **SUBMITTED TEXT** 19 WORDS **61%** **MATCHING TEXT** 19 WORDS

to the whole of West Bengal, except the areas which were to be under the provisions of the

to the whole of West Bengal, except the areas to which the provisions of- (a) the

W https://www.latestlaws.com/bare-acts/state-acts-rules/west-bengal-state-laws/west-bengal-district ...

125/222 **SUBMITTED TEXT** 25 WORDS **65%** **MATCHING TEXT** 25 WORDS

THE WEST BENGAL PANCHAYAT ACT OF 1973 • For every Gram the State Government shall constitute a Gram Panchayat bearing the name of the

the West Bengal Panchayat Act, 1973. • District Planning Committee. - (1) For every district the State Government shall constitute a District Planning Committee bearing the name of the

W https://www.latestlaws.com/bare-acts/state-acts-rules/west-bengal-state-laws/west-bengal-district ...

126/222 **SUBMITTED TEXT** 19 WORDS **75%** **MATCHING TEXT** 19 WORDS

Jha, N. S. and P. C. Mathur (eds) (1999). "Decentralisation and Local Politics". Sage Publication. New Delhi.

SA Ch.-11._local_self_government_corrected_30.04.2022.docx (D136736777)

127/222 **SUBMITTED TEXT** 12 WORDS **95%** **MATCHING TEXT** 12 WORDS

Persons whose names are included in the electoral roll of the

SA 7 Thesis Chapter Firoj Biswas GG9889 Geography AMU.docx (D118055363)

128/222 **SUBMITTED TEXT** 30 WORDS **48%** **MATCHING TEXT** 30 WORDS

of a Gram Panchayat shall, subject to the provisions of the Act hold office for a period of four years beginning from the date of its first meeting. •

SA TANVEER dissertation on panchayat1111 NEW 24 PDF.pdf (D116542424)

129/222 **SUBMITTED TEXT** 20 WORDS **82%** **MATCHING TEXT** 20 WORDS

prescribed time. • The duties of a Gram Panchayat shall be to provide within the area under its jurisdiction

SA 7 Thesis Chapter Firoj Biswas GG9889 Geography AMU.docx (D118055363)

130/222 **SUBMITTED TEXT** 25 WORDS **84%** **MATCHING TEXT** 25 WORDS

and drainage and the prevention of public nuisances; (b) curative and preventive measures in respect of malaria, smallpox, cholera or any other epidemic (

SA 7 Thesis Chapter Firoj Biswas GG9889 Geography AMU.docx (D118055363)

131/222 **SUBMITTED TEXT** 19 WORDS **79%** **MATCHING TEXT** 19 WORDS

the sources of supply and storage of water; (d) the maintenance, repair and construction of public streets

SA MARTUZA SARKAR - POLITICAL SCIENCE - THESIS 03 CHAPTERS.docx (D144277369)

132/222 **SUBMITTED TEXT** 23 WORDS **60%** **MATCHING TEXT** 23 WORDS

and protection there. (e) the removal of encroachments of public streets or public places. (f) the protection and repair of

SA MARTUZA SARKAR - POLITICAL SCIENCE - THESIS 03 CHAPTERS.docx (D144277369)

133/222 **SUBMITTED TEXT** 17 WORDS **68%** **MATCHING TEXT** 17 WORDS

For every Block the State Government shall constitute a Panchayat Samiti bearing the name of the

For every district the State Government shall constitute a District Planning Committee bearing the name of the

W https://www.latestlaws.com/bare-acts/state-acts-rules/west-bengal-state-laws/west-bengal-district ...

134/222 **SUBMITTED TEXT** 28 WORDS **79%** **MATCHING TEXT** 28 WORDS

of the Gram Panchayats within the Block, members of the House of the People and the Legislative Assembly of the State elected thereto from a constituency comprising

of the Panchayat Samitis within the district; (ii) the members of the House of the People and the Legislative Assembly of the State elected thereto from a constituency comprising

W https://www.latestlaws.com/bare-acts/state-acts-rules/west-bengal-state-laws/west-bengal-district ...

135/222 **SUBMITTED TEXT** 19 WORDS **80%** **MATCHING TEXT** 19 WORDS

such other Sthayee Samiti or Samitis as the Panchayat Samiti may, subject to the approval of the State	Such other Sthayee Samiti or Samities as the Panchayat Samiti or Zillaparisad may be formed, Subject to the approval of the State

W http://14.139.211.59/bitstream/123456789/1552/11/11_chapter_02.pdf

136/222 **SUBMITTED TEXT** 18 WORDS **79%** **MATCHING TEXT** 18 WORDS

For every district the State Government shall constitute a Zilla Parishad bearing the name of the district.	For every district the State Government shall constitute a District Planning Committee bearing the name of the district,

W https://www.latestlaws.com/bare-acts/state-acts-rules/west-bengal-state-laws/west-bengal-district ...

137/222 **SUBMITTED TEXT** 31 WORDS **69%** **MATCHING TEXT** 31 WORDS

members of the House of the People or the Legislative Assembly of the State elected thereto from a constituency comprising the district or any part thereof, not being Ministers. (	members of the House of the People and the Legislative Assembly of the State elected thereto from a constituency comprising any part of the district, not being Ministers, (

W https://www.latestlaws.com/bare-acts/state-acts-rules/west-bengal-state-laws/west-bengal-district ...

138/222 **SUBMITTED TEXT** 31 WORDS **83%** **MATCHING TEXT** 31 WORDS

upliftment of its area. (j) the control and administration of the Gram Panchayat Fund. (k) the imposition, assessment and collection of the taxes, rates or fees leviable under the 1973

SA MARTUZA SARKAR - POLITICAL SCIENCE - THESIS 03 CHAPTERS.docx (D144277369)

139/222 **SUBMITTED TEXT** 14 WORDS **100%** **MATCHING TEXT** 14 WORDS

undertake schemes or adopt measures, including the giving of financial assistance, relating to

SA 7 Thesis Chapter Firoj Biswas GG9889 Geography AMU.docx (D118055363)

140/222	SUBMITTED TEXT	16 WORDS	86%	MATCHING TEXT	16 WORDS

in the countryside. After the 73rd Amendment to the Indian Constitution, Panchayati Raj System has

in the Indian culture. After the 73 rd Amendment to the Indian Constitution, Panchayate Raj System has

W http://www.egyankosh.ac.in/bitstream/123456789/59173/1/Unit2.pdf

141/222	SUBMITTED TEXT	18 WORDS	91%	MATCHING TEXT	18 WORDS

Village-level democracy became a real prospect for India after 1992 with the 73rd amendment to the Constitution.

Village-level democracy became a real prospect for India in 1992 with the 73rd amendment to the Constitution,

W http://www.egyankosh.ac.in/bitstream/123456789/59173/1/Unit2.pdf

142/222	SUBMITTED TEXT	19 WORDS	68%	MATCHING TEXT	19 WORDS

The 73 rd Amendment Act has legally mandated that resources, responsibility and decision-making be devolved from

the 73rd amendment to the Constitution, which mandated that resources, responsibility and decision-making be devolved from

W http://www.egyankosh.ac.in/bitstream/123456789/59173/1/Unit2.pdf

143/222	SUBMITTED TEXT	33 WORDS	71%	MATCHING TEXT	33 WORDS

central government to the lowest unit of governance in the local rural governance structure. he Gram Sabha or the Village Assembly. A three-tier structure of local self-government was envisaged under this amendment

central government to the lowest unit of the governance, the Gram Sabha or the Village Assembly. A three-tier structure of local self-government was envisaged under this amendment.

W http://www.egyankosh.ac.in/bitstream/123456789/59173/1/Unit2.pdf

144/222	SUBMITTED TEXT	13 WORDS	100%	MATCHING TEXT	13 WORDS

the fact that their recommendations are being poorly implemented by many state

the fact that their recommendations are being poorly implemented by many state

W http://www.egyankosh.ac.in/bitstream/123456789/59173/1/Unit2.pdf

145/222 **SUBMITTED TEXT** 32 WORDS **100%** **MATCHING TEXT** 32 WORDS

A large number of women, Scheduled Caste and Scheduled Tribe have been elected to these bodies and a tradition of justice and gender equality in political representation has been widely established

A large number of women, Scheduled Caste and Scheduled Tribe have been elected to these bodies and a tradition of justice and gender equality in political representation has been widely established.

W http://www.egyankosh.ac.in/bitstream/123456789/59173/1/Unit2.pdf

146/222 **SUBMITTED TEXT** 23 WORDS **78%** **MATCHING TEXT** 23 WORDS

of any act, or management of any institution or organisation entrusted to it by the State Government or any other authority, (

SA 7 Thesis Chapter Firoj Biswas GG9889 Geography AMU.docx (D118055363)

147/222 **SUBMITTED TEXT** 17 WORDS **90%** **MATCHING TEXT** 17 WORDS

a constituency of a Gram Panchayat delimited for the purpose of last preceding general election to

a constituency of a Gram Panchayat delimited for the purpose of last preceding general elections to

W https://ir.nbu.ac.in/bitstream/123456789/2652/11/11_chapter%202.pdf

148/222 **SUBMITTED TEXT** 17 WORDS **90%** **MATCHING TEXT** 17 WORDS

Gram Sabha means a body consisting of persons registered in the electoral rolls pertaining to a

SA 9 Thesis Abubakar Siddique GC6129 ppolitical Science AMU.docx (D128332325)

149/222 **SUBMITTED TEXT** 17 WORDS **70%** **MATCHING TEXT** 17 WORDS

LEARNING OBJECTIVES After studying this unit, you should be able to • Explain and understand the

LEARNING OUTCOME After studying this Unit you should be able to: • Understand the

W http://egyankosh.ac.in/bitstream/123456789/25827/1/Unit-12.pdf

150/222 **SUBMITTED TEXT** 67 WORDS **63%** **MATCHING TEXT** 67 WORDS

of Gram Sabha- • Article 243(b) Gram Sabha can be defined as a body of persons registered in the electoral rolls relating to a village comprised within the area of panchayat at the village level. Article 243A states that a Gram Sabha may exercise such powers and perform such functions at the village level as the legislature of the State may by law provide. •

of Gram Sabha Article 243(B) of the Constitution defines the as a body of persons registered in the electoral rolls relating to a village comprised within the area of Panchayat at the village level. With regard its powers authority, Article 243 (of the says that the may exercise such powers and perform such functions of the village level as the Legislature of a State may, by law, provide.

W http://epgp.inflibnet.ac.in/epgpdata/uploads/epgp_content/S001610/P001769/M023892/ET/1507267108Mo ...

151/222 **SUBMITTED TEXT** 28 WORDS **92%** **MATCHING TEXT** 28 WORDS

a village specified by the Governor by public notification to be a village for the purposes of Part IX and includes a group of villages so specified.

a village specified by the Governor by public notification to be a village for the purposes of this Part and includes a group of villages so specified.

W https://www.lawglobalhub.com/article-243-243g-indian-constitution-1949/

152/222 **SUBMITTED TEXT** 22 WORDS **97%** **MATCHING TEXT** 22 WORDS

PARTY, PANCHAYAT AND GRASSROOT DEMOCRACY: A STUDY OF POST-19777 PERIOD IN WEST BENGAL". The Indian Journal of Political Science, 74(2), 323–340.

SA Chapter-1.pdf (D34109902)

153/222 **SUBMITTED TEXT** 20 WORDS **86%** **MATCHING TEXT** 20 WORDS

for grant of prospecting licence or mining lease for minor minerals in the Scheduled Areas. 76 •

SA R. THENDRALARASI - LAL1915, DISSERTATION.pdf (D110608635)

154/222 **SUBMITTED TEXT** 22 WORDS **84%** **MATCHING TEXT** 22 WORDS

panchayats in the Scheduled Areas with such powers and authorities as considered necessary to enable them to function as institutions of self-

Panchayats in the Scheduled Areas with such powers and authority as may be necessary to enable them to function as institutions of self-

W https://edurev.in/studytube/Laxmikanth-Summary-Panchayati-Raj/c8dcbdfd-46de-48f2-9965-4642eb7b3f9d_t

155/222 **SUBMITTED TEXT** 18 WORDS **61%** **MATCHING TEXT** 18 WORDS

alienation of land and takes appropriate action to restore any unlawfully alienated land of scheduled tribes. The

alienation of land and to restore any unlawfully alienated land of a scheduled tribe. The

W https://www.insightsonindia.com/polity/functions-and-responsibilities-of-the-union-and-the-states ...

156/222 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

grant of concession for the exploitation of minor minerals by

SA Decentralised Planning and Development Works [final pdf].pdf (D32239146)

157/222 **SUBMITTED TEXT** 20 WORDS **80%** **MATCHING TEXT** 20 WORDS

employment in a financial year to every rural household whose adult members volunteer to do unskilled manual work. 6.

SA Decentralised Planning and Development Works [final pdf].pdf (D32239146)

158/222 **SUBMITTED TEXT** 22 WORDS **52%** **MATCHING TEXT** 22 WORDS

Article 40 of the Directive Principles of State Policy of the Indian Constitution gives directionto the state "to organise village panchayats

Article 40 of the Directive Principles of State Policy of the Constitution of which says: 'The state shall take steps to organize village panchayats

W http://www.egyankosh.ac.in/bitstream/123456789/59173/1/Unit2.pdf

159/222 **SUBMITTED TEXT** 13 WORDS **87%** **MATCHING TEXT** 13 WORDS

Panchayati Raj Institutions in India: An Appraisal", National Institute of Rural Development,

SA Chapter-1.pdf (D34109902)

160/222 **SUBMITTED TEXT** 40 WORDS **88%** **MATCHING TEXT** 40 WORDS

The Constitution of India in Article 40 enshrines, " the state shall take steps to organise village panchayats and endow them with such power and authorities as may be necessary to enable them to function as units of self-government".

SA Chapter 2.docx (D141430686)

161/222 **SUBMITTED TEXT** 15 WORDS **100%** **MATCHING TEXT** 15 WORDS

three tier Panchayati Raj system (Gram Panchayat, Panchayati Samiti and Zila Parishad) directly elected

Three-tier Panchayati Raj system: gram panchayat, Panchayati Samiti and Zila Parishad. • Directly elected

W https://byjus.com/free-ias-prep/panchayati-raj/

162/222 **SUBMITTED TEXT** 15 WORDS **85%** **MATCHING TEXT** 15 WORDS

the Gram panchayat and indirectly elected representatives to form Panchayat Samiti and Zila Parishad

the gram panchayat and indirectly elected representatives to constitute the Panchayat Samiti and Zila Parishad. •

W https://byjus.com/free-ias-prep/panchayati-raj/

163/222 **SUBMITTED TEXT** 19 WORDS **75%** **MATCHING TEXT** 19 WORDS

Panchayati Raj, with the aim to settle the local problems locally and to make the people politically conscious.

SA resubmit_uddinnazim787@gmail.com.docx (D154554347)

164/222 **SUBMITTED TEXT** 19 WORDS **75%** **MATCHING TEXT** 19 WORDS

post of District Development Commissioner who would act as the chief executive officer of the Zila Parishad and

post of District Development Commissioner should be created. He should act the chief executive officer of the Zila Parishad and

W https://edurev.in/studytube/Laxmikanth-Summary-Panchayati-Raj/c8dcbdfd-46de-48f2-9965-4642eb7b3f9d_t

165/222	SUBMITTED TEXT	23 WORDS	79%	MATCHING TEXT	23 WORDS

Currently, the Panchayati Raj system is present in all states barring Nagaland, Meghalaya and Mizoram and in all Union Territories except Delhi.

Currently, the Panchayati Raj system exists in all states except Nagaland, Meghalaya, and Mizoram, and in all Union Territories except Delhi.

W https://en.wikipedia.org/wiki/Panchayati_raj_in_India

166/222	SUBMITTED TEXT	37 WORDS	44%	MATCHING TEXT	37 WORDS

or village assemblies long before the independence of India as a self- governing Institutions which had distinct functions and were guided not only by the collective will but also by the collective will of the entire rural

or village assemblies existed in ancient India as self-governing institutions which had distinct and well-defined functions. The institution of Panchayat represented not only the collective will, but also the collective wisdom of the entire rural

W https://rajpanchayat.rajasthan.gov.in/en-us/aboutus/history.aspx

167/222	SUBMITTED TEXT	10 WORDS	100%	MATCHING TEXT	10 WORDS

rural development, poverty alleviation,market, roads and drinking water etc

rural development, poverty alleviation, market, roads and drinking water etc.

W https://www.jagranjosh.com/general-knowledge/list-of-subjects-covered-in-the-11th-schedule-of-the ...

168/222 **SUBMITTED TEXT** 155 WORDS **84%** **MATCHING TEXT** 155 WORDS

the following functional items to be dealt with this schedule. • Agriculture including agricultural expansion 83 • Land improvement, implementation of Land reforms, land consolidation and soil conservation • Agricultural husbandry dairying and poultry • Fisheries industry • Minor irrigation water management and watershed development • Social Forestry and farm forestry • Small scale industries in which food processing industry is involved • Minor forest produce • Safe water for drinking • Khadi village and cottage industry • Rural housing • Fuel and fodder • Rural electrification including distribution of electricity • Roads, culverts, bridge, ferries, waterways and other means of communication. • Education including primary and secondary school • Non-conventional source of energy • Technical training and vocational education • Adult and non-formal education • Public Distribution system • Maintenance of community assets • Welfare of weaker sections in particular of the Schedule Caste and Schedule Tribes. • Social welfare including

the following functional items placed within the purview of the Agriculture including agricultural expansion 2. Land improvement, implementation of land reforms, land consolidation and soil conservation. 3. Animal Husbandry, Dairying and poultry 4. Fisheries Industry 5. Minor irrigation, water management and watershed development 6. Social forestry and farm forestry 7. Small scale industries in which food processing industry is involved 8. Minor forest produce 9. Safe water for drinking 10. Khadi, village and cottage industries 11. Rural housing 12. Fuel and fodder 13. Rural electrification, including distribution of electricity 14. Road, culverts, bridges, ferries, waterways and other means of communication 15. Education including primary and secondary schools 16. Non-conventional sources of energy 17. Technical training and vocational education 18. Adult and non-formal education 19. Public distribution system 20. Maintenance of community assets 21. Welfare of the weaker sections of the in particular of the schedule caste and schedule tribes 22. Social welfare, including

W https://www.jagranjosh.com/general-knowledge/list-of-subjects-covered-in-the-11th-schedule-of-the ...

169/222 **SUBMITTED TEXT** 40 WORDS **100%** **MATCHING TEXT** 40 WORDS

Welfare of the handicapped and mentally retarded • Family Welfare • Women and Child development • Markets and fairs • Health and sanitation including hospitals Primary Health centres and dispensaries • Cultural activities • Libraries • Poverty Alleviation Programmes

welfare of the handicapped and mentally retarded 23. Family welfare 24. Women and child development 25. Markets and Fairs 26. Health and sanitation including hospitals, primary health centres and dispensaries 27. Cultural activities 28. Libraries 29. Poverty Alleviation Programmes

W https://www.jagranjosh.com/general-knowledge/list-of-subjects-covered-in-the-11th-schedule-of-the ...

170/222 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

a new part IX to the Constitution titled 'The Panchayats'

a new Part IX to the constitution titled "The Panchayats"

W https://www.slideshare.net/prem1790/panchayati-raj-89640583

171/222 **SUBMITTED TEXT** 102 WORDS **82%** **MATCHING TEXT** 102 WORDS

the Legislature of a state may by law, bestow upon the Panchayat with such powers and authorities as may be required to enable them to function as Institutions of self-Government and such law may contain provision for the devolution of powers and responsibility upon Panchayat, at the appropriate level, subject to such condition as may be specified therein with respect to • the preparation of plans for economic development and Social Justice • the implementation of scheme for economic development and Social Justice as may be interested to them including those in relation to the matters listed in the eleventh schedule.

the Legislature of a State may, by law, the Panchayats with such powers and authority as may be to enable them to function as institutions of self-government such law may contain provisions for the devolution of powers and responsibilities upon Panchayats at the appropriate level, subject to such conditions as may be specified therein, with respect to— (the preparation of plans for economic development and social justice; (b) implementation of for economic development and social justice as may be entrusted to them including those in relation to the matters listed in the Eleventh Schedule.

W https://www.lawglobalhub.com/article-243-243g-indian-constitution-1949/

172/222 **SUBMITTED TEXT** 26 WORDS **92%** **MATCHING TEXT** 26 WORDS

that Gram Sabha may exercise such powers and perform certain functions at the village level as the Legislature of a state may by law provide.

that Gram Sabha may exercise such powers and perform such functions at the village level as the legislature of a state may by law provide.

W http://egyankosh.ac.in/bitstream/123456789/25827/1/Unit-12.pdf

173/222 **SUBMITTED TEXT** 27 WORDS **56%** **MATCHING TEXT** 27 WORDS

tier system with Zila Parishad at the district level and Mondal Panchayatas a cluster of groups of villages with a combined population of 15000 to 20000

SA Priti Kale llm 4th seme.docx (D141689289)

174/222 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

there shall be constituted in every State Panchayats at the village (

There shall be constituted in every State, Panchayats at the village,

W https://m.jagranjosh.com/general-knowledge/panchayati-raj-system-in-india-1438141804-1

175/222 **SUBMITTED TEXT** 57 WORDS **97%** **MATCHING TEXT** 57 WORDS

After the 73 rd Amendment, • The scope of functions of Gram Panchayat was widened. Such important functions like preparation of Annual Development Plan of Panchayat area, annual budget, relief in natural calamities, removal of encroachment of public lands and implementation and monitoring of poverty alleviation programmes are now expected to be performed by

After the 73rd Amendment, the scope of functions of Gram Panchayat was widened. Such important functions like preparation of annual development plan of panchayat area, annual budget, relief in natural calamities, removal of encroachment on public lands and implementation and monitoring of poverty alleviation programmes are now expected to be performed by

W https://www.civilsdaily.com/panchayati-raj-institution-evolution-features-composition-powers-func ...

176/222 **SUBMITTED TEXT** 27 WORDS **94%** **MATCHING TEXT** 27 WORDS

Selection of beneficiaries through Gram Sabhas, public distribution system,non- conventional energy source, improve chullahs, biogas plants have also been given to gram panchayats in some States. 1.4

Selection of beneficiaries through Gram Sabhas, public distribution system, non-conventional energy source, improved Chullahs, biogas plants have also been given to Gram Panchayats in some states.

W https://www.civilsdaily.com/panchayati-raj-institution-evolution-features-composition-powers-func ...

177/222 **SUBMITTED TEXT** 31 WORDS **100%** **MATCHING TEXT** 31 WORDS

Gram Sabha is the general assembly of all the people of a village who have attained the age of 18 years and their name is entered in the voter list.

SA Chapter 2.docx (D141430686)

178/222 **SUBMITTED TEXT** 112 WORDS **86%** **MATCHING TEXT** 112 WORDS

Some States distinguish between obligatory that means compulsory and optional functions of gram panchayats while other states do not make this distinction. The civic functions relating to sanitation, clearing of public roads, minor irrigation, public toilets and lavatories, Primary Health Care, vaccination, the supply of drinking water, construction of public wells, rural electrification, social health and primary and adult education etc. are obligatory functions of Village Panchayat. The optional functions depend on the resources of the Panchayats. They may or may not perform such functions as tree plantation on road sides, setting up of breeding centre for cattle, organising child and maternity welfare, promotion of agriculture etc. 86 1.5

Some States distinguish between obligatory (compulsory) and optional functions of Gram Panchayats while other States do not make this distinction. • The civic functions relating to sanitation, cleaning of public roads, minor irrigation, public toilets and lavatories, primary health care, vaccination, the supply of drinking water, public wells, rural electrification, social health and primary and adult education, etc. are obligatory functions of village panchayats. • The optional functions depend on the resources of the panchayats. They may or may not perform such functions as tree plantation on roadsides, setting up of breeding centers for cattle, organizing child and maternity welfare, promotion of agriculture, etc. •

W https://www.civilsdaily.com/panchayati-raj-institution-evolution-features-composition-powers-func ...

179/222 **SUBMITTED TEXT** 107 WORDS **89%** **MATCHING TEXT** 107 WORDS

Subject to the provisions of the Constitution, the Legislature of a state may, by law, endow the panchayats with such powers and authority as may be necessary to enable them to function as 'Institutions ofself-Government' and such law may contain provisions for the devolution of powers and responsibilities upon panchayats at the appropriate level, subject to such condition as may be specified therein, with respect to, • the preparation of plans for economic development and Social Justice • the implementation of schemes for economic development and Social Justice as may be entrusted to them including those in relation to the matters listed in the 11th schedule.

SA Decentralised Planning and Development Works [final pdf].pdf (D32239146)

180/222 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

for the supply of water for drinking washing and bathing •

SA Decentralised Planning and Development Works [final pdf].pdf (D32239146)

181/222 **SUBMITTED TEXT** 21 WORDS **83%** **MATCHING TEXT** 21 WORDS

Construction, repair and maintenance of inter-village road and culverts on such roads and other means of communication. 5.

SA TANVEER dissertation on panchayat1111 NEW 24 PDF.pdf (D116542424)

182/222 **SUBMITTED TEXT** 37 WORDS **40%** **MATCHING TEXT** 37 WORDS

the Central or State Government account for the bulk of its revenue, the Panchayat Raj Institution PRI's resource generation is the lifeblood of its finances. It also ensures the presence of a local taxation system that

the Union or State Government transfers to a Panchayat forms the major component of its receipt, the Panchayat Raj Institutions on resource generation is the soul behind its financial standing. It is the existence of a local taxation system that

W https://testbook.com/ias-preparation/panchayat-finance/amp/

183/222 **SUBMITTED TEXT** 18 WORDS **75%** **MATCHING TEXT** 18 WORDS

the other two tires rely solely on toll, fees and non-tax revenue to generate internals resources. The	the other two tiers rely solely on tolls, fees, and non-tax revenue to generate internal resources. • The

W https://prepp.in/news/e-492-finances-gram-panchayats-indian-polity-notes

184/222 **SUBMITTED TEXT** 16 WORDS **73%** **MATCHING TEXT** 16 WORDS

Zila Parishad The Zila Parishad is the district level top tier of the Panchayati Raj.

SA uddinnazim787@gmail.com.docx (D153883557)

185/222 **SUBMITTED TEXT** 26 WORDS **75%** **MATCHING TEXT** 26 WORDS

that the Legislature of a State may, by law, • Authorise a Panchayat to charge, collect and appropriate such taxes, duties and tolls and fees

SA Decentralised Planning and Development Works [final pdf].pdf (D32239146)

186/222 **SUBMITTED TEXT** 25 WORDS **78%** **MATCHING TEXT** 25 WORDS

taxes, charges tolls and fees imposed and collected by the state Government for such purposes and with such conditions and limits • Provide for

SA Decentralised Planning and Development Works [final pdf].pdf (D32239146)

187/222 **SUBMITTED TEXT** 22 WORDS **72%** **MATCHING TEXT** 22 WORDS

to secondary areas like ferry services, market, water and conservancy services, automobile registration, stamp duty, cess and a few others •	to secondary areas like ferry services, market, water and conservancy services, cess on stamp duty, registration of vehicles, and a few others. •

W https://testbook.com/ias-preparation/panchayat-finance/amp/

188/222 **SUBMITTED TEXT** 49 WORDS **89%** **MATCHING TEXT** 49 WORDS

a variety of taxes, levies, tolls and fees. Octroi, Property/House Tax, profession tax, land tax/cess, 94 taxes/tolls on vehicles, entertainment tax/ fees, license fees, tax on non-agricultural land, fee on cattle registration, sanitation/drainage/Conservancy tax, water rate/tax, lighting rate/tax, education cess and tax on fairs and festivals

a number of taxes, duties, tolls, and fees, such as: • Octroi, property/house tax, profession tax, land tax/cess, taxes/tolls on vehicles, entertainment tax/fees, license fees, tax on non-agriculture land, fee on cattle registration, sanitation/drainage/conservancy tax, water rate/tax, lighting rate/tax, education cess, and tax on fairs and festivals,

W https://prepp.in/news/e-492-finances-gram-panchayats-indian-polity-notes

189/222 **SUBMITTED TEXT** 25 WORDS **52%** **MATCHING TEXT** 25 WORDS

received by or on behalf of the Panchayat as well as the withdrawal of such funds as may be stipulated by law • The

SA Decentralised Planning and Development Works [final pdf].pdf (D32239146)

190/222 **SUBMITTED TEXT** 32 WORDS **83%** **MATCHING TEXT** 32 WORDS

Fund bearing the name of the Panchayat Samiti and there shall be placed to the credit thereof— (a) contribution and grants, if any, made by the Central or the State Government

SA 7 Thesis Chapter Firoj Biswas GG9889 Geography AMU.docx (D118055363)

191/222 **SUBMITTED TEXT** 40 WORDS **55%** **MATCHING TEXT** 40 WORDS

the State Government; (b) contributions and grants, if any, made by the Zila Parishad 1 [or the Mahakuma Parishad or the Council] or any other local authority; (c) loans, if any, granted by the Central or the State Government

SA 7 Thesis Chapter Firoj Biswas GG9889 Geography AMU.docx (D118055363)

Ouriginal by Turnitin

192/222 **SUBMITTED TEXT** 264 WORDS **100%** **MATCHING TEXT** 264 WORDS

there shall be constituted in every State at the district level a District Planning Committee to consolidate the plans prepared by the Panchayats and the Municipalities in the district and to prepare a draft development plan for the district as a whole. The Legislature of a State may, by law, make provision with respect to — (a) the composition of the District Planning Committees; (b) the manner in which the seats in such Committees shall be filled: Provided that not less than four- fifths of the total number of members of such Committee shall be elected by, and from amongst, the elected members of the Panchayat at the district level and of the Municipalities in the district in proportion to the ratio between the population of the rural areas and of the urban areas in the district; (c) the functions relating to district planning which may be assigned to such Committees; (d) the manner in which the Chairpersons of such Committees shall be chosen. (3) Every District Planning Committee shall, in preparing the draft development plan, — (a) have regard to — (i) matters of common interest between the Panchayats and the Municipalities including spatial planning, sharing of water and other physical and natural resources, the integrated development of infrastructure and environmental conservation; (ii) the extent and type of available resources whether financial or otherwise; (b) consult such institutions and organisations as the Governor may, by order, specify. The Chairperson of every District Planning Committee shall forward the development plan, as recommended by such Committee, to the Government of the State.

There shall be constituted in every State at the district level a District Planning Committee to consolidate the plans prepared by the Panchayats and the Municipalities in the district and to prepare a draft development plan for the district as a whole. (2) The Legislature of a State may, by law, make provision with respect to — (a) the composition of the District Planning Committees; (b) the manner in which the seats in such Committees shall be filled: Provided that not less than four-fifths of the total number of members of such Committee shall be elected by, and from amongst, the elected members of the Panchayat at the district level and of the Municipalities in the district in proportion to the ratio between the population of the rural areas and of the urban areas in the district; (c) the functions relating to district planning which may be assigned to such Committees; (d) the manner in which the Chairpersons of such Committees shall be chosen. (3) Every District Planning Committee shall, in preparing the draft development plan, — (a) have regard to — (i) matters of common interest between the Panchayats and the Municipalities including spatial planning, sharing of water and other physical and natural resources, the integrated development of infrastructure and environmental conservation; (ii) extent and type of available resources whether financial or otherwise; (b) consult such institutions and organisations as the Governor may, by order, specify. (4) The Chairperson of every District Planning Committee shall forward the development plan, as recommended by such Committee, to the Government of the State.

W https://www.constitutionofindia.net/constitution_of_india/the_municipalities/articles/Article%20243ZD

193/222 **SUBMITTED TEXT** 249 WORDS **99%** **MATCHING TEXT** 249 WORDS

The Constitution of India provides the DPCs two specific responsibilities. In preparing the draft development plan, the DPC shall have regard to matters of common interest between the Panchayats and the municipalities, including spatial planning, sharing of water and other physical and natural resources, the integrated development of infrastructure and environmental conservation and the extent and type of available resources, both financial or otherwise. The DPC in this endeavour, is also mandated to consult such institutions and organizations as may be specified. In order that the plans at different levels are prepared, there is need to strengthen the system comprising the machinery of planning and the process of consolidation of plans at the district level. There is confusion in states as to whether the DPC is to be established as a separate and permanent office or whether it denotes only a meeting that is periodically called and which can be serviced by a part-time secretariat. There is a feeling that the DPC ought not to emerge as yet another layer of bureaucracy to vet people's plans. At the same time, the fact that the DPC is held intermittently and 97 without permanent support undermines its effectiveness as a constitutional institution and a coordinating mentor. On balance, the DPC merits the status of a permanent institution, with adequate secretariat to service it at the district level. It could also be provided the means of drawing experts to assist it whenever required. 1.11

The Constitution of India provides the DPCs two specific responsibilities. In preparing the draft development plan, the DPC shall have regard to matters of common interest between the Panchayats and the municipalities, including spatial planning, sharing of water and other physical and natural resources, the integrated development of infrastructure and environmental conservation and the extent and type of available resources, both financial or otherwise. The DPC in this endeavor, is also mandated to consult such institutions and organizations as may be specified. In order that the plans at different levels are prepared, there is need to strengthen the system comprising the machinery of planning and the process of consolidation of plans at the district level. There is confusion in states as to whether the DPC is to be established as a separate and permanent office or whether it denotes only a meeting that is periodically called and which can be serviced by a part-time secretariat. There is a feeling that the DPC ought not to emerge as yet another layer of bureaucracy to vet people's plans. At the same time, the fact that the DPC is held intermittently and without permanent support undermines its effectiveness as a constitutional institution and a coordinating mentor. On balance, the DPC merits the status of a permanent institution, with adequate secretariat to service it at the district level. It could also be provided the means of drawing experts to assist it whenever required.

W https://en.m.wikipedia.org/wiki/District_Planning_Committee

194/222 **SUBMITTED TEXT** 14 WORDS **100%** **MATCHING TEXT** 14 WORDS

Panchayati Raj is one of the fundamental pillars of Indian democracy • It

Panchayati Raj is one of the fundamental pillars of Indian democracy. It

W https://www.meritnation.com/cbse-class-6/social-science/ratna_sagar_civics/panchayati-raj-system/ ...

195/222 **SUBMITTED TEXT** 38 WORDS **76%** **MATCHING TEXT** 38 WORDS

It is the system for self-government in rural area. • This system aims at development of rural areas with diligent effort. • It works towards development in field like agriculture, trade, industry, irrigation, communication, health, sanitation and

It is the system for self government in the rural areas. This system aims at the development of rural areas with diligent efforts. It works towards development in fields like agriculture, trade, industry, irrigation, sanitation and

W https://www.meritnation.com/cbse-class-6/social-science/ratna_sagar_civics/panchayati-raj-system/ ...

196/222 **SUBMITTED TEXT** 13 WORDS **100%** **MATCHING TEXT** 13 WORDS

all receipts on account of tolls, rates and fees levied by it;
(

SA 7 Thesis Chapter Firoj Biswas GG9889 Geography AMU.docx (D118055363)

197/222 **SUBMITTED TEXT** 3 WORDS **89%** **MATCHING TEXT** 3 WORDS

general-knowledge/list-of-subjects-covered-in-the-11th-schedule-of- the-indian-constitution-1510219894-1 10.

General Knowledge Lists 2017-11-09T01:31:30Politics272 List of subjects covered in the 11th Schedule of the Indian Constitution

W https://www.jagranjosh.com/general-knowledge/list-of-subjects-covered-in-the-11th-schedule-of-the ...

198/222 **SUBMITTED TEXT** 1 WORDS **100%** **MATCHING TEXT** 1 WORDS

news/cities/Hyderabad/panchayats-should-focus-on-improving-own- revenue-sources-report/

News • Cities • Hyderabad Panchayats should focus on improving own revenue sources: report

W https://www.thehindu.com/news/cities/Hyderabad/panchayats-should-focus-on-improving-own-revenue-s ...

199/222 **SUBMITTED TEXT** 6 WORDS **100%** **MATCHING TEXT** 6 WORDS

polity/functions-and-responsibilities-of-the-union-and-the- states-issues-and-challenges-pertaining-to-the-federal-structure-devolution-of-powers-and-finances-up-to-local-levels-and-challenges-therein/devolution-of-powers-and-finances-up-to-local-levels-and-challenges-therein/73rd-amendment-act-panchayati-raj/ 101 19.

Polity » Functions and responsibilities of the Union and the States, issues and challenges pertaining to the federal structure, devolution of powers and finances up to local levels and challenges therein. » Devolution of Powers and Finances up to Local Levels and Challenges Therein. » 73rd amendment act- Panchayati Raj 73

W https://www.insightsonindia.com/polity/functions-and-responsibilities-of-the-union-and-the-states ...

200/222	SUBMITTED TEXT	3 WORDS	86%	MATCHING TEXT	3 WORDS
bare-acts/state-acts-rules/west-bengal-state-laws/west-bengal-district- planning-committee-act-1994			Bare Act • State Acts and Rules • West Bengal State Laws • West Bengal District Planning Committee Act, 1994		

W https://www.latestlaws.com/bare-acts/state-acts-rules/west-bengal-state-laws/west-bengal-district ...

201/222	SUBMITTED TEXT	44 WORDS	71%	MATCHING TEXT	44 WORDS
A significant portion of the Constitution deals with the structural empowerment of the panchayat raj system. But the true strength of these institutions in terms of autonomy and efficiency is dependent on theirfinancial position (including their capacity to generate their own resources)			A significant portion of Part IX of the Constitution, covering Articles 243C, 243D, 243E, 243 G, and 243 K, deals with the structural empowerment of the PRIs. • But the true strength of these institutions in terms of autonomy and efficiency is dependent on their financial position (including their capacity to generate their own resources). •		

W https://prepp.in/news/e-492-finances-gram-panchayats-indian-polity-notes

202/222	SUBMITTED TEXT	52 WORDS	62%	MATCHING TEXT	52 WORDS
finance ensures the proper functioning of the three tier Panchayati Raj System. It received constitutional status by the 73rd constitutional amendment act 1992.To empower the panchayat in managing its finance, the constitution transfers 29 items to the local governments and set up Finance Commission to ensure the resources for local bodies.			Finance ensures the proper functioning of third tier of the government. Panchayat constitute the third tier of the Indian government. It received constitutional status by the 73rd Constitutional Amendment Act, 1991. To empower the panchayat in delivering its financial and political mandate, the constitution transferred 29 items to the local governments and also set up the state finance commission to enhance the resources for local bodies.		

W https://testbook.com/ias-preparation/panchayat-finance/amp/

203/222 **SUBMITTED TEXT** 308 WORDS **97%** **MATCHING TEXT** 308 WORDS

CONSTITUTIONAL PROVISIONS:- 1.3.1 Article 243(H) states that the state legislature may: • authorise a Panchayat to levy, collect and appropriate taxes, duties, tolls, and fees; • assign to a Panchayat taxes, duties, tolls, and fees levied and collected by the state government • provide for Grants -in -aid to panchayats from the state consolidated fund and provide for the establishment of funds for crediting all money received, by or on behalf of the Panchayats and for the withdrawal of such money therefrom. 1.3.2 Article 243(I) state that every five years, • the governor of a state shall appoint a finance committee to review the financial position of the panchayats. • It is responsible for making the following recommendations to the Governor: 1.3.3 The principles that should govern: • The distribution of the net proceeds of the state's taxes, duties, tolls and fees between the state and the panchayats, as well as the allocation of shares among the panchayats at all levels. 103 • The assessment of taxes, duties, tolls, and fees that may be assigned on the panchayats. • Grants -in -aid to panchayats from the state's consolidated fund. • The measures required to improve the panchayats' financial position. • Any other matter referred to by the Governor in the interest of the panchayats' financial health. • The state legislature may specify the composition of the commission, the required qualifications of its members, and the manners in which they are selected. • The Governor must present the commission's recommendations as well as the action is taken report, to the state legislature. • The Central Finance Commission Shall also recommend measures to augment the consolidated fund of a state in order to supplement the resources of the panchayats in the states (based on the recommendations of the state finance commission). 1.4

Constitutional Provisions • Article 243(H) states that the state legislature may: • a panchayat to levy, collect, and appropriate taxes, duties, tolls, and fees; • assign to a panchayat taxes, duties, tolls, and fees levied and collected by the state government; • provide for grants-in-aid to panchayats from the state consolidated fund; and • provide for the establishment of funds for crediting all money received, by or on behalf of the Panchayats, and also the withdrawal of such money therefrom. • Article 243(I) states that every five years, the governor of a state shall appoint a finance committee to review the financial position of the panchayats. It is responsible for making the following recommendations to the Governor: • The principles that should govern: • The distribution of the net proceeds of the state's taxes, duties, tolls, and fees between the state and the panchayats, as well as the allocation of shares among the panchayats at all levels. • The assessment of taxes, duties, tolls, and fees that may be assigned on the panchayats. • Grants-in-aid to panchayats from the state's consolidated fund. • The measures required to improve the panchayats' financial position. • Any other matter referred to by the governor in the interest of the panchayats' financial health. • The state legislature may specify the composition of the commission, the required qualifications of its members, and the manner in which they are selected. • The governor must present the commission's recommendations, as well as the action is taken report, to the state legislature. • The Central Finance Commission shall also recommend measures to augment the consolidated fund of a state in order to supplement the resources of the panchayats in the states (based on the recommendations of the state finance commission).

W https://prepp.in/news/e-492-finances-gram-panchayats-indian-polity-notes

204/222 **SUBMITTED TEXT** 37 WORDS **40%** **MATCHING TEXT** 37 WORDS

the Central or State Government account for the bulk of its revenue, the Panchayat Raj Institution PRI's resource generation is the lifeblood of its finances. It also ensures the presence of a local taxation system that

the Union or State Government transfers to a Panchayat forms the major component of its receipt, the Panchayat Raj Institutions on resource generation is the soul behind its financial standing. It is the existence of a local taxation system that

W https://testbook.com/ias-preparation/panchayat-finance/amp/

205/222 **SUBMITTED TEXT** 18 WORDS **75%** **MATCHING TEXT** 18 WORDS

the other two tires rely solely on toll, fees and non-tax revenue to generate internals resources. The	the other two tiers rely solely on tolls, fees, and non-tax revenue to generate internal resources. • The

W https://prepp.in/news/e-492-finances-gram-panchayats-indian-polity-notes

206/222 **SUBMITTED TEXT** 27 WORDS **100%** **MATCHING TEXT** 27 WORDS

Decentralization The transfer of control of an activity or organization to several local offices or authorities rather than one single one. •

SA ATIH TEKSENG ,DISSERTATION ON THE ROLE OF PANCHAYAT RAJ IN RURAL DEVELOPMENT OF ARUNACHAL PRADESH ... (D136162801)

207/222 **SUBMITTED TEXT** 29 WORDS **75%** **MATCHING TEXT** 29 WORDS

that the Legislature of a State may, by law, • Authorise a Panchayat to charge, collect and appropriate such taxes, duties and tolls and fees

SA Decentralised Planning and Development Works [final pdf].pdf (D32239146)

208/222 **SUBMITTED TEXT** 26 WORDS **78%** **MATCHING TEXT** 26 WORDS

taxes, charges tolls and fees imposed and collected by the state Government for such purposes and with such conditions and limits • Provide for

SA Decentralised Planning and Development Works [final pdf].pdf (D32239146)

209/222 **SUBMITTED TEXT** 22 WORDS **72%** **MATCHING TEXT** 22 WORDS

to secondary areas like ferry services, market, water and conservancy services, automobile registration, stamp duty, cess, and a few others •	to secondary areas like ferry services, market, water and conservancy services, cess on stamp duty, registration of vehicles, and a few others. •

W https://testbook.com/ias-preparation/panchayat-finance/amp/

210/222 **SUBMITTED TEXT** 46 WORDS **89%** **MATCHING TEXT** 46 WORDS

a variety of taxes, levies, tolls, and fees. Octroi, Property/House Tax, profession tax, land tax/cess, taxes/tolls on vehicles, entertainment tax/ fees, license fees, tax on non-agricultural land, fee on cattle registration, sanitation/drainage/Conservancy tax, water rate/tax, lighting rate/tax, education cess and tax on fairs and festivals

a number of taxes, duties, tolls, and fees, such as: • Octroi, property/house tax, profession tax, land tax/cess, taxes/tolls on vehicles, entertainment tax/fees, license fees, tax on non-agriculture land, fee on cattle registration, sanitation/drainage/conservancy tax, water rate/tax, lighting rate/tax, education cess, and tax on fairs and festivals,

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211/222 **SUBMITTED TEXT** 26 WORDS **52%** **MATCHING TEXT** 26 WORDS

received by or on behalf of the Panchayat as well as the withdrawal of such funds as may be stipulated by law • The

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212/222 **SUBMITTED TEXT** 34 WORDS **83%** **MATCHING TEXT** 34 WORDS

Fund bearing the name of the Panchayat Samiti and there shall be placed to the credit thereof— (a) contribution and grants, if any, made by the Central or the State Government

SA 7 Thesis Chapter Firoj Biswas GG9889 Geography AMU.docx (D118055363)

213/222 **SUBMITTED TEXT** 42 WORDS **55%** **MATCHING TEXT** 42 WORDS

the State Government; (b) contributions and grants, if any, made by the Zila Parishad 1 [or the Mahakuma Parishad or the Council] or any other local authority; (c) loans, if any, granted by the Central or the State Government

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214/222	SUBMITTED TEXT	153 WORDS	100%	MATCHING TEXT	153 WORDS

Committees on Panchayat Finance The standing committee on rural development which was chaired by Dr. P Venugopal submitted its report on the improvement in the functioning of the panchayat in 2018. The committee noted that mandatory meetings of panchayats were not taking place and had poor attendance, especially from the women representatives. The committee recommended that • the state government should put forward the mechanism of quorum in the meetings of Gram Sabha to ensure the participation of Panchayat representatives including women. • It recommended strengthening of the panchayat through capacity building and encouraging the state and the central government to provide training to help States prepare better Gram Panchayat development plans and become more responsive to citizens' needs. • It also recommended that recruitment and appointment of support and technical staff be expedited to ensure the smooth functioning of the panchayat. 107 1.7

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215/222 **SUBMITTED TEXT** 334 WORDS **98%** **MATCHING TEXT** 334 WORDS

Panchayat Resource Generation The source of generation of finances for Panchayat are as follows: A major portion of Part IX of the constitution deals with structural empowerment of the Panchayati Raj institutions but the real strength in terms of both the autonomy and efficiency of this institution is dependent on their financial position including all their capacity to generate their own resources. Panchayat in our country receive funds in the following ways: • Loans or grants from the state government • Internal resource generation (tax and nontax) • Programme-specific allocations under Centrally sponsored schemes and the Additional Central Assistance. • All the grants from the union government are based on the recommendation of the Central Finance Commission as given in Article 280 of the constitution. Under Article 243-I devolution from the state government is based on the recommendations of the State Finance Commission. In absolute terms, the quantum of funds the Union or State Government transfers to a Panchayat forms the major component of its receipt, the Panchayat Raj Institutions on resource generation is the soul behind its financial standing. It is the existence of a local taxation system that encourages people's involvement in the affairs of an elected body. It makes the institution accountable to its citizens. Most of the taxation powers to village panchayats are given by State Panchayati Raj. The revenue domain of the intermediate and district panchayat both tax as well as non-tax has been kept smaller and confined to secondary areas like ferry services, market, water and conservancy services, cess on stamp duty, registration of vehicles, and a few others. A study of various State Legislations indicates that several taxes, tolls, fees, and duties come under the jurisdiction of the village panchayats. This includes octroi property/ House Tax, land tax/cess, taxes/tolls on vehicles, license fees, tax on non-agriculture and, fee on registration of cattle sanitation/drainage, conservancy tax, water rate/tax, lighting rate/tax, education cess and tax on fair and festivals and profession tax. 1.8 15

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216/222 **SUBMITTED TEXT** 13 WORDS **100%** **MATCHING TEXT** 13 WORDS

all receipts on account of tolls, rates and fees levied by it;
(

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217/222 **SUBMITTED TEXT** 99 WORDS **94%** **MATCHING TEXT** 99 WORDS

Devolution of funds from higher levels of government is a significant component of panchayat's resources. • The existence of a local taxation system ensures citizens' participation in the affairs of an elected body. It also holdsthe institution responsible to its constituents. • In terms of own resource collection, Gram Panchayats are in better position because they have their own tax domain, whereas the other two tires rely solely on tolls,fees,and non- tax revenue to generate internal resources. • The majority of taxation powers have been delegated to village panchayats under the State Panchayat Raj Acts. 1.9.1

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218/222 **SUBMITTED TEXT** 55 WORDS **96%** **MATCHING TEXT** 55 WORDS

States across the country have not paid enough attention to the financial empowerment of panchayats. • The resource available to panchayats are limited. • Internal resource generation is limited at the panchayat level. This is due in part to a thin domain and in part to panchayats' own reluctance to collect revenue. • Panchayats

States across the country have not paid enough attention to the financial empowerment of Panchayats. • The resources available to panchayats are limited. • Internal resource generation is limited at the Panchayat level. This is due in part to a thin tax domain and in part to Panchayats' own reluctance to collect revenue. • Panchayats

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219/222 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

A significant portion of grants from both the Union and

A significant portion of grants from both the Union and

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220/222 **SUBMITTED TEXT** 66 WORDS **93%** **MATCHING TEXT** 66 WORDS

state governments are scheme specific. • Panchayats have limited discretion and flexibility when it comes to incurring expenses. • State governments are hesitant to devolve funds to panchayats due to their own fiscal constraints. • Panchayat cannot become effective Institutions of local self-government unless they have a strong financial foundation with clearly defined revenue resources that are properly managed to optimize resources. 1.10

state governments are scheme specific. • Panchayats have limited discretion and flexibility when it comes to incurring expenses. • State governments are hesitant to devolve funds to Panchayats due to their own fiscal constraints. Conclusion Conclusion • Panchayats cannot become effective institutions of local self-government unless they have a strong financial foundation with clearly defined revenue sources that are properly managed to optimize resources. •

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221/222 **SUBMITTED TEXT** 16 WORDS **86%** **MATCHING TEXT** 16 WORDS

Assigned/shared revenues are collected by State Government but transferred/ shared to with local bodies. •

Assigned/Shared revenues are one which are collected by the State Government but transferred/shared to/with local bodies.

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222/222 **SUBMITTED TEXT** 28 WORDS **57%** **MATCHING TEXT** 28 WORDS

by the concerned state government on the basis of accepted recommendation of the latest State Finance Commission (SFC) and in conformity with the following bands;

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PREFACE In a bid to standardize higher education in the country, the University Grants Commission (UGC) has introduced Choice Based Credit System (CBCS) based on five types of courses viz. core, discipline specific, generic elective, ability and skill enhancement for graduate students of all programmes at Honours level. This brings in the semester pattern, which finds efficacy in sync with credit system, credit transfer, comprehensive continuous assessments and a graded pattern of evaluation. The objective is to offer learners ample flexibility to choose from a wide gamut of courses, as also to provide them lateral mobility between various educational institutions in the country where they can carry their acquired credits. I am happy to note that the University has been recently accredited by National Assessment and Accreditation Council of India (NAAC) with grade ''A''. UGC (Open and Distance Learning Programmes and Online Programmes) Regulations, 2020 have mandated compliance with CBCS for UG programmes for all the HEIs in this mode. Welcoming this paradigm shift in higher education, Netaji Subhas Open University (NSOU) has resolved to adopt CBCS from the academic session 2021- 22 at the Under Graduate Degree Programme level. The present syllabus, framed in the spirit of syllabi recommended by UGC, lays due stress on all aspects envisaged in the curricular framework of the apex body on higher education. It will be imparted to learners over the six semesters of the Programme. Self Learning Materials (SLMs) are the mainstay of Student Support Services (SSS) of an Open University. From a logistic point of view, NSOU has embarked upon CBCS presently with SLMs in English / Bengali. Eventually, the English version SLMs will be translated into Bengali too, for the benefit of learners. As always, all of our teaching faculties contributed in this process. In addition to this we have also requisitioned the services of best academics in each domain in preparation of the new SLMs. I am sure they will be of commendable academic support. We look forward to proactive feedback from all stakeholders who will participate in the teaching-learning based on these study materials. It has been a very challenging task well executed, and I congratulate all concerned in the preparation of these SLMs. I wish the venture a grand success. Professor (Dr.) Ranjan Chakrabarti Vice-Chancellor

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1 CC IX Block-I Introduction

55% **MATCHING BLOCK 1/416** W

Unit –I: Nature and Scope of Personnel Administration Structure 1.1 Objective 1.2 Introduction 1.3 Definition of Personnel Administration 1.4 Nature and Scope of Personnel Administration 1.5 Changing scope of Personnel Administration 1.6 Conclusion 1.7

Summing Up 1.8 Probable Questions 1.9 Further Reading 1.1 Objective After going through this unit learners will be able - •

100% **MATCHING BLOCK 2/416** W

To obtain these objectives, personnel administration is concerned with planning, organizing, directing, coordinating, and controlling the cooperative efforts of individuals within an organization. •

89% **MATCHING BLOCK 3/416** W

To understand the several features of public personnel administration. • To discuss the several functions of personnel administration viz. Manpower; planning, recruitment, training, promotion, salary structuring, and employees' welfare; • To discuss the meaning and importance of public services; scope and functions of public services; • Explain the concept of personnel administration, and discuss the scope of personnel administration. 2 1.2

Introduction It is a fact that 'Personnel Administration' is one of the integral parts of the whole administrative system of a country. The process of personnel administration, therefore, is influenced by the collection of social, economic as well as political forces. It is not a fact denying that administration is a dynamic and continuous process that takes nature according to the demand of time. As a part of general administration, personnel administration also cannot be viewed without considering the changing situation of human society. Personnel administration of a country is one of the most crucial and complex problems of the whole administrative process. It is such an area where the frontier of private or business administration and what is properly known as public administration is. Both are an integral part of society and must reflect its compulsions and aspirations. In other words, personnel administration is the keystone of public administration, mainly concerned with managing and developing resources. It is not an isolated system. It is ultimately connected with the political culture and constitutional system. Be it public or private, as already mentioned personnel administration is the foundation of any administrative organization. It is the keystone in the sense that the administration is done by the personnel. Ruthnaswamy says – "However necessary and useful organization and machinery may be in administration, the importance of the manning of the administration is greater, for it is the men that work the machine. From the top to the bottom, from the centre to the circumference and in between, it is men that make the machinery of administration work". It constitutes one of the most important elements of 'good administration'.

86% **MATCHING BLOCK 4/416** W

Walter R. Sharp observes - "Good administration is a composite of effective organization, adequate material facilities, and qualified personnel".

The effective and efficient functioning of any administrative organization depends upon the quality of personnel carrying out its administration. The policies and programmes of the organization are formulated and implemented by them. The success and the failure of an organization, therefore, rest on the personnel it employed. So, it has been pertinently remarked that the personnel is the ultimate source of administrative competence. Of course, it has to be also remembered that, "a theoretically perfect administrative structure and sound methods of work may be devised, but they will be of little or no avail if those who man the administration are unequal to their work".Because of this aspect, Walter R. Sharp says – "

96% MATCHING BLOCK 5/416 W

even poorly devised machinery may be made to work if it is manned with well - trained, intelligent, imaginative and devoted staff. On the other hand, the best-planned organization may produce unsatisfactory results if it is operated by mediocre or, disgruntled 3 people".

Despite this fact, it must be conceded that the well-ordered personnel system is the only instrument through which an administrative organization can accomplish the defined and desired goal. According to H. Finer, "Personnel is the sovereign factor in public administration". In a sense, the importance of personnel in administration cannot be questioned; because it constitutes the 'nervous system' of an organization. Personnel constitutes an important part of the organization. With the necessary skills, aptitude, integrity, and organizing capacity the personnel can build the image of their organizations as effective institutions in the nation-building process. In other words, human beings are a resource to an organization. Like any other material on economic resources, they represent an investment whose development and utilization require managing (i.e., planning, organization, leadership, and evaluation). There is a fundamental truth in the line that people are an organization's most important asset. In every organization, human resources are a pivotal variable without which the unresponsive assets are worthless. Therefore, human resources need to be understood in their proper perspective and utilized effectively to achieve the goals of an organization. This requires that human resources must be administered and administration implies that work should be effectively completed with and through other people. The process of administration is made up of four steps embracing the personnel dimension - getting them, preparing them, activating them, and keeping them. So, today personnel administration is becoming a very complicated and challenging task for those who are entrusted with the successful running of an organization. Beyond a doubt, personnel administration extremely helps in the nation's building process. Perhaps, considering this aspect of the personnel administration, Dr.Rajendra Prasad said at the ultimate session of the Constituent Assembly: "Whatever the constitution may or may not provide, the welfare of the country will depend upon how the country is administered. That will depend upon the men who administer it .... It requires men of strong character, men of vision, men who will not; sacrifice the interests of the country at large, for the sake of smaller groups, and areas and who rise above the prejudices which are born of these differences". Despite all this fact, it is observed today that there is a general trend in the organization to emphasize material and financial management to the utter neglect of personnel. The consequence of this is that the process of development takes longer, and sometimes even fails. The main reason for this is that the organizations concerned are not so attentive to the personnel who are the real agents of development and ultimately the beneficiaries of the process of development. Personnel, properly selected and given the job of their choice, produce excellent results otherwise they are a liability to the organization.

4 1.3 Definition of Personnel Administration: Popularly a question arises - what is 'Personnel Administration'? Before going to answer this relevant question, one must first have a clear-cut understanding of, the .term 'personnel'. The Oxford Advanced Learner's Dictionary of Current English lays down the meaning of 'personnel' as "staff; persons employed in any work, especially public undertakings and the armed forces". It is defined as "the body of persons employed - both managers as well as who are managed". In a sense, the term personnel means all the members working in an organization. Therefore the concept of Personnel Administration means the administration of human resources of an organization. It relates to the administration of persons employed in an organization. It is that branch of public administration that can help an organization in the management of personnel resources with the use of well - thought out principles, practices, and rationalized techniques in selecting, retaining, and developing personnel for the fulfillment of organizational objectives systematically and scientifically. It is both the art and science of planning, organizing, implementing, and evaluating the personnel resources in any organization to ensure their best use for the achievement of the objectives, goals, and targets of an organization. To be more specific, let us quote some definitions of authentic writers in this field: According to Glenn Stahl, personnel administration is the totality of concern with the human resources of an organization. It is one of the organization's major linkages with its environment. It applies to the values, ethics, the philosophy of that environment, and it in turn influences the environment. To whatever extent it is true in public service - simply because of its size and its relationship to the whole people.F. A. Nigro also defines personnel administration as "the art of selecting new employees and making use of old ones in such manner that the maximum quality and quantity of output and service are obtained from the working force". According to Ordway Tead, "Personnel Administration is the utilization of its best scientific knowledge of all kinds to the end that an organization as a whole and the corporate purpose and the individual purposes are being reconciled to the fullest possible extent, while the working together of these purposes realises also a genuine social benefit". Andrew F. Sikula defines "Personnel Administration is concerned basically with manpower on 'people', organizational resource of output". Defining Personnel Administration, Jucious says that it is "

95% **MATCHING BLOCK 6/416** W

That field of management which has to do with planning, organizing, directing and controlling the functions of procuring, developing, maintaining and utilizing a labour force such that :(i) The objectives for which the Company is established are attained economically and effectively;(

ii) The

81% **MATCHING BLOCK 7/416** W

objectives of all levels of personnel are served to the highest possible degree;(iii) The objectives of the Community are duly considered and served".

According to this definition, the administration is concerned with the
5 managerial (planning, organizing, directing, and controlling) and operative (procurement, development, maintenance, and utilisations) functions, to attain the organization's goals economically and effectively and meet the individual and social goals". Prof. Thomas G. Spates has given the following definition: "

94% **MATCHING BLOCK 8/416** W

personnel administration is a code of the way of organizing and treating individuals at work so that they will each get the greatest possible realization of their intrinsic abilities, thus attaining maximum efficiency for themselves and their group, and thereby giving to the enterprise of which they are a part

of its optimum results". In this definition, personnel administration has been regarded as a code that deals with the ways of organizing human resources in such a way that their potentialities are best utilized bringing them satisfaction and efficiency in their work and helping the organization in attaining its objectives, with a minimum of cost, in a competitive market. "It is that branch of management", says Scott and others, "which is responsible, on staff for concentrating on those aspects of operations which are primarily concerned with the relationship of management to employees and employees to employees and with the development of the individual and group. The objectives are to attain maximum individual development, desirable working relationship between employers and employees and employers and employees, and effective moulding of human resources as contrasted with physical resources". This definition puts importance on the staff group personnel activities and on assisting the operational personnel in performing the personnel duties such as maintenance of personal records; selection, transfer, and promotion of employees; and the responsibility of seeing that the company's policies relating to personnel practices and procedures are carried out. Pigors and Myers define personnel administration thus: "It is a method of developing potentialities of employees so that they get maximum satisfaction out of their work and give their best efforts to the organization". From the above definitions, it is clear that personnel administration is the art and science of policymaking, planning, decision-making, organizing, directing, controlling, and motivating human resources for securing, maintaining, developing integrating, involving, compensating as well as enriching human environment for the blooming of human skills and capacities in an organization, to secure organization and social objectives as well as employees satisfaction.

Nature of Personnel Administration

86% **MATCHING BLOCK 9/416** **W**

Personnel function is crucial in any administrative organization. The organization cannot afford to ignore it. Hence it becomes a basic responsibility of the management, be it in the government or semi or 6 non-government organizations. The changes in the socio-economic environment affect management. The management environment keeps changing due to the changes that occur in the total socio-economic environment. The political environment also affects the work environment in an organization. Such changes get reflected in personnel administration. These changes can be: i) changing mix of the personnel entering government service organization ii) changing values of personnel

iii) increasing expectations of the government from their employees, and iv) increasing

89% **MATCHING BLOCK 10/416** W

expectations of the people from the government at different levels. Thus management is affected by the changes in the social, economic, and political scenario. It has to keep up with these changes. A higher number from schedule castes, tribes, and other economically backward classes are joining the government service. A greater number of people with higher education, more women, and more technically skilled workers are also joining the government service. This has changed the ratios of the working force. With the proliferation of activities under 'development' and 'welfare' programmes, the employees are now expected to be more competent and efficient. People at large expect the administration to be efficient, effective, and sympathetic. People's involvement in administrative activities is increasing. Due to the constant demands on administration, the importance of personnel administration is also changing. Personnel is required to perform 'line and staff' functions. Activities directly related to the primary objective of an organization are called 'line' functions. The 'staff' functions are those which facilitate and assist the performance of line work. They are like secondary activities and enhance the effectiveness of the line agencies. For example, assistance in processing and supplying the required number of personnel and training and development of personnel are essentially staff functions. An organization cannot function without the assistance of line and staff personnel. At the same time, personnel functions cannot be isolated from the rest of the administrative functions. Personnel functions include both line and staff activities in an organization. Personnel administration does not always function in a formal organization. No organization can solely run based on formal rules and regulations, it comprises human beings who are structured in an authority and responsibility network to carry out the tasks and activities for the fulfillment of organizational objectives. This formal structure is supplemented, supported, or sometimes obstructed and on occasion taken over by the informal organization.

An

91% **MATCHING BLOCK 11/416** W

informal organization grows within the formal organization. It is a natural phenomenon and is based on social and cultural relations among the personnel 7 of formal groups. Political, economic, and psychological factors also contribute to the growth of

the

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informal organization. The functions of personnel administration are becoming more complicated day by day. The problems of personnel administration differ from one organization to the other. Big organizations have more tasks to perform, employ more people, and serve varied objectives. The task of personnel administration in such organizations becomes more intricate. As personnel administration deals with human beings all the time, the crucial functions of motivation and morale of employees have to be performed by it. It has to meet the growing needs of the people as well as satisfy the increasing expectations of its employees. 1.4

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Scope of personnel Administration: Personnel administration incorporates all characteristics of

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management of persons in an organization. The primary objective of personnel administration is to ensure

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effective utilization of human possessions in pursuit of organizational goals. The personnel administration departments should design and establish an effective working relationship in the middle of all the members of an organization through

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division of organizational tasks into jobs, defining clearly the responsibility and authority for each job and its relation with other jobs in the organization. Personnel administration necessity tries to stimulate in the middle of the employee's feelings of dedication, attachment, and devotion to the organization. The aim is to establish amiable relations in the middle between the employees and do absent with frictional situations arising out of personal jealousies, rivalries, and prejudices. Personnel administration also has to curb unfavorable practices like favoritism and nepotism in an organization. Personnel administration has to

give attention to

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several characteristics of management like recruitment, training, promotion, circumstances of service, employee welfare, employer-employee relations, and processes of morale and motivation. It has to develop links with

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intermediate, and external environments to create effective and efficient. As the tasks of

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organization increase, the responsibilities of personnel administration also augment accordingly. It is not possible to solve the troubles with a one-time and one-stroke decision. The

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larger the system more is the more complexities. Take, for instance, the Government of India, it is divided into ministries, departments, divisions, units, etc. It is spread over the whole length and breadth of the country. Millions of people work in it; they operate at dissimilar hierarchical stages and carry out a large diversity of functions. Many services and their division into groups constitute the whole workforce of the Central government. Approximately 8 similar is the situation in each state. Personnel administration has to accommodate all these characteristics. It requires continuous managerial input. Planning and providing for the regular supply of the needed manpower for unlike positions and in unlike numbers is a significant task of the government. The procedure of recruitment and utilization of each micro-unit of human resources calls for effective personnel administration, likewise, creating and maintaining desirable working relationships also

calls

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for a series of continuous efforts on the part of the personnel. Those responsible for personnel administration have to work for it constantly. The attainment of these two objectives becomes easier if the organization gives appropriate opportunities for individual development. These opportunities can be in the form of training, internal, and external mobility, promotion, recognition, and reward. They act as strong motivators and satisfiers. Besides, salary structuring of millions of employees is a wholesome task because each category has to be adequately and equitably compensated for the contribution it is expected to create towards

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organization's objectives. This is also a work of personnel administration. The working force also has to be subjected to sure disciplines to regulate

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proper performance of duty. Framing of conduct rules, laying down procedures of disciplinary action, enforcement of those rules, and adoption of appropriate procedures are also a part of personnel administration. Employer-employee relations, provision for Joint Consultative Machinery,

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establishment of public service tribunals for adjudication, adoption of welfare measures, and payment of retirement benefits, etc. to the employees are the added responsibilities of personnel administration. Trade unionism in the middle of government employees has increased throughout the past few decades. Both employer and employee unions have come up. There is now a dire need for expert skills to foresee personnel needs and troubles and to plan for their satisfaction and rectification. All this requires systematic personnel administration. Therefore the scope of personnel administration is wide and varied; moreover, it is continuously expanding with the changes in

the environment. The scope of personnel administration is very wide. It is becoming diversified as the number of personnel is increasing in degree and complexity. It may be classified as under – o Personnel Functions:

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Personnel administration has to deal with various aspects like recruitment, training, promotion, conditions of service, employees welfare,

and employee-employer relations. Today, more and more interest has been laid on the processes of morale and motivation to enhance the efficiency of personnel.
9 o Environmental Linkage: Personnel Administration has to develop links with the immediate, intermediate, and external environment to make itself effective and efficient. Particularly it has to develop a link with the political elite without whose direction, the personnel administration cannot function. o Constitutional Provisions and Executive Orders: Personnel administration has to function according to the constitutional provisions and executive orders. So, there is a need to understand the provisions of the constitution for understanding the scope and liquidation of authorities to deal with personnel issues and problems. Since there is an independent judiciary to deal with various personnel issues, there is also a need to understand the role of the judiciary in this context. o Personnel Associations or Unions: The employees unite in the form of associations or unions to get their genuine grievances redressed. Many of these associations or unions are legally recognized. So, there is a need to understand their role in personnel administration. o Responsibility to Legislature through the executive: For a clear understanding of the scope of personnel administration, one has to understand the role of parliamentary institutions like the Ombudsman, ParliamentaryCommissioners, Lokpal in the Centre, Lokayukta in States, etc., because, these are public beneficiaries at large. In addition, we must study the responsibilities of personnel administration to the legislature through the ministers or the legislative committees. 1.5 Changing Scope of Personnel Administration Now a day the scope of personnel administration has changed somewhat over the last few decades. But this change has been relatively slow in comparison to the changes in other areas of business, management, and administration. Many of these changes depend on the size of an organization in which the personnel function occurs, the managerial personnel philosophies, the growing importance of the functions, the changing managerial demands, employee needs, and societal concerns. Managerial and organizational planning are incoming areas, i.e., they are now going to receive substantially more attention; they did not have any prominence in the past. Training and managerial development and personnel research have become increasingly important today; while the importance of personnel appraisal, wage, and salary administration, has somewhat declined in terms of relative emphasis. Employee benefits and services, and workers' health and safety have always been important personnel concerns. Labour relations, public relations, and plant security are 'Outgoing'personnel sub-areas that
10 have been taken always from the personnel department because of their increased organizational importance. 1.6 Conclusion We can say personnel administration covers proper planning for work, selection, placement, and training of employees so selected distribution and assignment of work among them. It includes supervision, conduct and discipline, motivation, communication and welfare grievance settlement terms of employment, etc. It also deals with all other auxiliary functions starting from recruitment and ending with retirement. Personnel administration functions are comprehensive and cover the entire work career of the employment in respect of the organization. This function is universal and is useful for all organizations whether government, industry, hospital, or universities. 1.7 Summing Up Every organization has to keep its personnel satisfied irrespective of its nature.

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Personnel is the means through which organizations develop. In this unit, we familiarized ourselves with the

concept, meaning, and nature of personnel administration. 1.8 Probable Questions Essay type questions i. Discuss the nature of Personnel Administration. ii. What are the basic characteristics of personnel administration? iii. Analyze the scope of Personnel Administration. Short questions i. What is meant by Personnel Administration? ii. What are the functions of personnel administration? iii. What do you mean by 'Line and Staff'? 1.9 Further Reading a) Ruthnaswamy M., Principles and Practice of Public Administration, Central Book Depot Allahabad, Fifth Revised Edition, 1974. b) Sharp, Walter R, Field Administration in the United Nations System, London, 1961. c) Naidu, S.P., Apparao, T., Mallikarjunayya, Elements of Modern Public Administration, S.Chand& Company (Pvt.) Ltd., 1986. d) Sikula, Andrew F., Personnel Administration, and Human Resource Management, John Wiley and Sons, Inc., New York, 1976.
11 Unit-II: Evolution of Personnel Administration Structure 2.1 Objective 2.2 Introduction 2.3 Evolution of Personnel Administration 2.4 Conclusion 2.5 Summing Up 2.6 Glossary/ Key Words 2.7 Probable Questions 2.8 Further Reading 2.1 Objective

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After going through this unit, learners will be able - • To explain the concept of

personnel administration • To highlight its evolution and development 2.2
Introduction Personnel management began its development at the beginning of the 20th century. The leaders of large factories realized that the organization can achieve tremendous savings if the employee-related processes are centralized and managed using the same procedures and principles for all. They are also required to unify and upgrade voluntary social care programs and initiatives. Personnel administration developed into a healthy personnel management function. However, in the late 70s of the 20th century,
12 modern Human Resources Management has begun to evolve as the strategic response to the increased competition in the market. 2.3 Evolution of Personnel Administration The

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development of personnel administration in the U.K. and U.S.A. was largely voluntary, in India, the growth of personnel administration can be attributed to the efforts made by the government. While in the West, the revolutionary work in the field of personnel management was motivated by the managerial concern with the concept of welfare, in India, disorganized recruitment practices, rising labour unrest, loss of production, etc., initiated some interest in personnel management. In

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U.K., personnel administration had its origin in the concept of welfare as propounded and practiced by some enlightened entrepreneurs, who sought the establishment of modern personnel administration. The term 'personnel management' actually originated in the U.S.A. F.W. Taylor's scientific management theory laid the foundation for the development of personnel administration. Taylor emphasized scientific selection and systematic training and development of the individual worker. H.L. Gantt, a secure associate of Taylor, in scientific management movements, foresaw the need for obtaining the willing cooperation of the worker. He maintained that it was not enough to tell the worker how to do a job, but it was also necessary to promote the skill and willingness to do a job. Mary Parker Follet also laid stress on training and development characteristics of management. The pioneers of scientific management, separately from rising efficiency, aimed at fighting fatigue and monotony in the middle of the workers. Elton Mayo's Hawthorne experiments and the human relations movement

were a significant breakthroughs for personnel administration.

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These experiments paved the way for using the disciplines of sociology, psychology, industrial psychology, social psychology, etc., intending to understand employees and organizational behaviour and influence them through a motivational approach. All this led to the gradual development and development of a theory and practice of personnel management. There were also other events and influences which led to the growth of personnel management. Several revolutionary concepts like mass production, mass sharing, and mass financing evolved through industrial and business empires. The labour shortages throughout the world wars and several labour troubles posed a management challenge. With the Great Depression in 1929, big businesses suffered a severe setback. The State, the public, and the trade unions, aimed at efficient professional management. Their demands were

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elimination of waste and maximum utilization of possessions, particularly human possessions. All these 13 growths in America emphasized the fact that management of people or personnel management is just as significant as the management of production. The

history of the development and growth of personnel management in our country is not very old. It was the Royal Commission on Labour
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recommended in 1931 the appointment of Labour Officers to deal with the recruitment of labour to settle their grievances. The industrial disputes of the 1920s forced the government and businessmen to think in conditions of labour troubles and promotion of personnel management. The recognition of trade unions in India gave a new perspective on the employer and employee relationship. Entrepreneurs like the Tatas, Calico Mills, British India Corporation, etc. had appointed WelfareOfficers as early as 1920. These Labour Welfare Officers performed the functions of redresses of employee grievances and promoting industrial harmony. On the suggestion of the Government, the Indian Jute Mills Owners' Association appointed a Labour Officer to bring about a settlement of employee grievances in 1937 in Bengal with the mills, and through 1939 five more Labour Officers were appointed. Other Employers' Associations like

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Indian Engineering Association, Indian Tea Association, the Engineering Association of India, etc., also followed the instance of

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Indian Jute Owners' Association in appointing labour officers. In 1941, the Government of India initiated the Tripartite Labour Conference with the representatives of the Government, labour, and employees to promote uniform labour legislation determine a procedure to settle industrial disputes, and promote consultations on industrial matters affecting the country. Now they have become permanent and regular characteristics of labour policy. In 1948, the Factories Act Rules laid down the appointment, duties, and qualifications of a new statutory officer in

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industry described as the Welfare Officer. The following years saw the emergence of yet another officer described

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the Personnel Officer. The Personnel Officer deals with labour welfare, industrial relations, and personnel administration. Several companies in India now have specialized personnel departments and a full-time personnel officer in charge. 2.4

Conclusion Due to developmental tendencies,

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the number of personnel is rising at a very fast rate,

and

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expenditure on personnel is also correspondingly rising. There has also been a trend concerning the diversification in the personnel as more and more specialists, experts, and technicians are being appointed in government departments, and public, and private organizations. Modern personnel do not just deal with

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welfare of employees but also aim at achieving profits for the organization. The motive is to earn profits as well as benefits for the organization and its employees. 14 2.5 Summing Up Personnel administration

is a description of how they were treated and managed will be relevant for a proper understanding of personnel administration from a historical perspective. 2.6 Probable Questions Essay type questions a) Discuss the evolution of personnel administration. b) Discuss the development of personnel administration in India. Short questions a) Analyze the Scientific management theory in the development of personnel administration. b) Write a short note on Elton Mayo's Hawthorne experiment. 2.7 Further Reading a) Mukherjee, B.C., Administration in Changing India, Blaze Publishers, Delhi, 1994. b)

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Ghosh, P., Personnel Administration in India, Sudha Publications (P) Ltd., New Delhi, 1969.

c) Avasthi and S.R. Maheshwari, Public Administration, Lakshini Narain Agarwal,
Agra, 1978. d) egyankosh.ac.in › bitstream › Unit-1 Unit-III: Function and Significance of Personnel Administration Structure 3.1 Objective 3.2 Introduction 3.3 Significance of Personnel Administration 3.4 Functions of Personnel Administration 3.5 How to Develop an Efficient Public Personnel System 3.6 Conclusion 3.7 Summing Up 3.8 Probable Questions 3.9 Further Reading
15 3.1 Objective After going through this unit learners will be able - • To utilize human resources effectively; and achieve effective utilization of human resources (besides material resources) for the attainment of organizational goals. • To establish and maintain a productive and self-respecting relationship among all the members of the organization. • To enable each person to make his maximum personal contribution to the effective working of the organization. 3.2 Introduction

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Personnel administration is that part of an administration that is concerned with people at work and with their relationships within an organization. It refers to the entire spectrum of an organization's interaction with its human resources from recruitment activity to

the retirement process. 3.3

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Significance of Personnel Administration The quality of an organization is dependent on the quality of its employees, that is, the personnel it employs. With the development of science and technology and

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growth of welfare functions to meet the demands of expanding population organizations whether public or private, have to perform a large number of tasks varied and complex. It is only possible if the personnel engaged in the attainment of objectives are efficient and sincere. In the middle of the three components required for developmental tasks, personnel, money, and material, it is the personnel or the human element which determines the quality and quantity of the performance and output. Even the contribution of money and material to performance depends considerably upon their manipulation through the human beings in an organization. Walter R. Sharp has aptly remarked, “Good administration is a composite of effective organization, adequate material facilities, and qualified personnel... Even poorly devised machinery may be made to work if it is manned with

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well-trained, intelligent, imaginative, and devoted staff. On the other hand, the best-planned organization may produce unsatisfactory results if it is operated through mediocre or disgruntled people”.

For that reason,

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we can say that without efficient personnel, organizational tasks can never be fulfilled. Without efficient bureaucracy, the government can never create its plans and policies a success. The performance of the organization and the growth of its personnel is connected with the competence of 16

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personnel constituting the organization. No country should neglect the development of human possessions. We also witness a complete wastage of human possessions due to unemployment, underemployment, and male employment. Positive steps have to be taken to remove these troubles. The augment in labour force necessity entails an augment in

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economically active population. The greatest natural resource of a nation is its people. Investments in developing human possessions through training, career development, planning, counseling, selection, job-oriented programmes, and designing appropriate performance appraisal and reward systems can go a long way in maintaining the morale and motivation of people high. These programmes accordingly influence organizational effectiveness. The most significant problem in public personnel administration is to ensure that vast manpower resource employed in the state sector yields the best possible return. The efficiency of public employees or the effectiveness of the personnel system depends on many factors, such as the quality of talent attracted to and retained in the public service,

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nature of training that the employees receive, values and motivation of employees, standards, and norms set up through formal and informal work groups, effectiveness in interpersonal relationships, styles of supervision and leadership, nature and adequacy of work tools and procedures for decision-creation and the character of interrelationships with the political procedure and social environment. The

Administrative Reforms Committee of India (

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ARC) had observed that “the present personnel system does not create for a rational and optimum utilization of human possessions within the civil service to the best advantage of administration as well as the community.” Throughout the last 40 years, the country has taken up past developmental responsibilities. This calls for an effective personnel system to formulate and carry out organizational functions. Public, as well as private organizations, are rising day by day, they both have

an important role to play in the

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pursuit of developmental goals and it is only through the help of the right personnel and management of human possessions that these objectives can be realized. 3.4

Functions of Personnel Administration
Over the decades

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the personnel administrative system in the country has developed various functionalities. To create the public personnel system effectively, the ineffectiveness has to be properly recognized and removed. The Conference on Personnel Administration held in 1968 under the auspices of the Indian Institute of Public Administration(IIPA), New Delhi, lay that the existing personnel system did not meet the necessities of a desirable personnel administrative system. The existing system leaned too heavily on

personnel.
Our choice is

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more "status-oriented" rather than"attainment-oriented". The personnel systems' sanction is based on the criterion of an outdated selection system through means of a 17 purely academic examination. The necessities i.e. the desirable ingredients of a good and sound personnel system were recognized as follows, namely: • The best man for the job • Rising professionalization • Competitiveness in selection for higher administrative positions • Placement to be job-oriented and not status trapped • Motivation for better performance • Equal pay for equal work • Objective evaluation of performance • Rational promotion and personnel development system • Appropriate organization of functions of government and • Appropriate policies and practices to enable optimum personnel performance. In a Seminar on "Public Services and Social Responsibility", organized through

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Indian Institute of Advanced Revised in Shimla (October 1973), some of the feature inadequacies and weaknesses of the public service system in India were recognized and debated. They were:

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Bureaucracy, especially its higher echelons, has acquired a class character. In operation, its instrumental role is often subordinated, and it emerges as an end in itself. o The gap flanked by the administration and the citizen is widening. o Though inedible, it is, nevertheless, true that bureaucracy has been rather insensitive to the needs of the latter and has lost reliability. o Nowadays bureaucracy has become a slow-moving and dull-witted giant. There are contradictions and incompatibilities at dissimilar stages of bureaucracy. o The public services have become a prisoner of their procedures and precedents. Negative thinking appears to prevail. This leads to action rationalized in several ways... o Public services are becoming increasingly inadequate in taking up new tasks and challenges. Even in the maintenance of law and order, bureaucracy often finds itself ineffective. In the economic field, its performance has usually been poor. It has rarely been able to take a dynamic view of emerging troubles. It tries to cure today's ill with yesterday's remedies, but quite often these do not work.

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Manpower planning creates long-range estimates of the general and specific manpower needs of the organization for dissimilar activities. By anticipating the need for several kinds of ability necessities and 18 stages of personnel, well in advance, a manpower plan

can provide an

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adequate lead time for recruitment, selection, and training of such personnel. It controls delays and is a very effective device to develop the required sources from which needed personnel can be made accessible. The objectives of manpower planning are: o To ensure

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optimum use of human possessions currently employed o To assess or forecast future skills necessities if the organization's overall objectives are to be achieved o To give control measures to ensure that necessary possessions are accessible as and when required

o To determine the

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recruitment stage o To anticipate the weaknesses of organizational procedures and avoid unnecessary dismissals. o To determine

the training stages o

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To give a basis for management o To assess future accommodation necessities. At the stage of manpower planning, planners have to take into consideration several things. The planner necessity takes into account all such variables which are beyond his/her control, these are wavering variables that always affect the functioning of an organization, for instance,

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strength of an organization, investment, union rules, etc. The planners also have to identify those variables which are manipulative, for instance, productivity, incentives, training, etc. the

planner's

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necessity determine in advance the time horizons of their plans since they affect the changeability of structures and functions within the system. Manpower planning can only be effective if goals are explicitly laid down. Manpower planning has to determine the quality and quantity of personnel needed for a specific job. The methods used for this purpose are job analysis, job account, job specification, workload analysis, and work force analysis. Without effective manpower planning, the other functions of personnel administration viz. recruitment, placement, training, promotion,

the welfare of employees, etc. cannot be performed properly.

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In the general area of policy creation, the public services have not given a convincing account of themselves; they act through hunches and intuition rather than trained insights. In its Report on Personnel Administration, the Administrative ReformsCommission (ARC) (1968) while emphasizing the need for a new personnel system dealt with several characteristics of

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personnel system in Central Government and highlighted its shortcomings. The first of these shortcomings, according to ARC, relates to

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professional inadequacy of the system to face the great diversification of the functions which calls 19 for a diversity of skills in the higher administration. Secondly, ARC diagnosed that the “tenure system” through which non-professional and non-committed “birds of passage” is brought temporarily, impeded “structure up new expertise in personnel”. Thirdly, it laid that “generalist” which has been the hallmark of

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Indian personnel system has lost "its validity in many fields and is declining in importance" as an inevitable consequence of rapidly "rising technological sophistication" in administration. Fourthly, it would be in

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public interest to cast the net wide and choose the best material to match jobs with the persons possessing the needed qualification. In the prevalent system, man job match is not ideal, nor is it consciously practiced, because of the application of the "cadre" concept. Fifthly, in the policy advice and managerial decisions where specialist—professionals are not expected "to involve themselves directly" the whole procedure is amateurish, frustrating, and time-consuming. Sixthly, there is irrationality in the "remuneration pattern of the dissimilar services" which does not "give for recognition of merit, adequate opportunities for promotion and continuous incentive for good performance". Eighthly, "adherence to seniority has proved damaging to quality". Finally "the present personnel system does not create for a rational and optimum utilization of human

possessions". 3.5
How to Develop

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an Efficient Public Personnel System The public personnel system has to perform several vital tasks,

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human element is the mainly crucial part of any system, and it has to be adequately utilized. Several dysfunctionalities that have developed in public services over the decades are posing a lot of hurdles in the pursuance of administrative objectives. The troubles like the rising gap flanked by the administration and citizens, the immobility of public services, red-tapist, obsolete methods of operation, etc. have to be tackled properly. To evolve an efficient public personnel system a much closer interaction is described flanked by the public servants and the citizens. The concept of isolation of civil servants from the public has to be absent. Constant interaction flanked by the public personnel and government can also solve the difficulties to a great extent, a positive and cordial relationship flanked by the minister and the public servant is needed. According to H. Finer, "Though adequately organized the political side of the government, though wise the political philosophy, high leadership, and command, these will be of no effect without the body of officials who are experts in applying power and wisdom to the scrupulous cases and are permanently and specially employed to do so." There is a need for citizens' participation in administrative processes. Citizens should not just be the recipients of the fruits of the implemented programmes, they necessity actively take part in the formulation, implementation, and monitoring of plans as well.

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role of voluntary agencies, planning bodies at the grassroots stage, and panchayat bodies have become very significant. These bodies' 20 necessities aim at

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optimal utilization of human possessions. Media can also play an effective role in removing the dysfunctionalities of public personnel administration. It can highlight the methods adopted through administration in

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removal of citizens' grievances. It can draw the attention of people to the difficulties faced by citizens in their interaction with the administrative personnel and the ways or methods through which they can voice them. Media can highlight the role of nongovernmental organizations and cooperatives in rising peoples' participation in administration. 3.5.1 Recruitment, Training, and Promotion of Personnel

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An organization has to create an assessment of its necessities in conditions of

the number of personnel needed for a job, the

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definition of a job, the skills, and specialization it entails the duration for which personnel is required,

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nature of work, etc. Manpower planning is engaged with these kinds of activities. Organizations whether large or small, whether public or private, are in constant need of manpower. They require men and women for dissimilar stages of positions for performing dissimilar types of jobs at dissimilar places and intervals. The number of personnel with defined skills and specializations needed at dissimilar periodic intervals has to be forecasted. Manpower planning predicts the number of personnel an organization will have to hire, train, or promote in a given period.

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Recruitment Once the determination of manpower needs has been made, the recruitment and selection processes can begin. Recruitment is the procedure of searching for prospective workers and stimulating them to apply for jobs in the organization. It is a positive function that aims at raising the selection ratio which is the number of applicants per job. In contrast, the selection procedure is a 'negative' function because it attempts to eliminate applicants leaving only the best to be absorbed into the organization. Recruitment determines the tone and caliber of the services whether public or private. A faulty recruitment policy inflicts a permanent weakness upon the administration. Not even an effective training policy can create faultily recruited persons bright and efficient. The vital elements of a sound recruitment policy contain: o Discovery and cultivation of the employment market for posts in the organization

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Use of attractive recruitment literature and publicity o Use of scientific tests for determining

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abilities of the candidates o Tapping capable candidates from within the organization o Placement programme which assigns the right man to the right job; and o A follow-up probationary programme as an integral part of the recruitment Procedure. 21 Recruitment implies matching the personnel features of potential employees with the job necessities. The sources of recruitment can be broadly classified into two: internal and external. Internal sources refer to the present working force of an organization. In the event of a vacancy, someone already on the payroll is promoted, transferred, or sometimes demoted. Filling a vacancy from an internal source has the advantages of raising the general stage of morale of existing employees and of providing the organization with more reliable information about the candidate's suitability. The major weakness of this source is that it may deprive the organization of a fresh outlook, originality, and initiative. External sources refer to the methods adopted by the organization to attract people from outside the organization through a thorough assessment of their qualifications, skills, and potential. Some of the methods of determining qualifications are the personal judgment of the appointing officer, certificates of skill, character, and education,

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record of previous experience (educational and professional), and examinations. Employment agencies, advertisements, field trips, educational institutions, professional meetings, employee referrals, unsolicited applicants, etc. are some examples of external sources of recruitment. An organization cannot fill its vacancies from one single source only. Itis necessary cautiously combine some of these services, weighing their cost and flexibility, the quality of personnel they supply, and their effect on the present work- force. A planned recruitment programme gives the organization with job applicants from whom a required number of selections are made. There is no standard selection procedure for recruitment. Usually, the selection is made through a written test or an interview, or both. The final step in the selection procedure is that of inducting the new employee into the new social setting of his/her work. This is done by familiarizing the employee with the new surroundings and the rules and regulations of the organization. Several training methods are used to upgrade the skills of the recruits and integrate their goals with the organizational goals; we will now discuss some of these methods. Training Training is a well-articulated effort to give for increased competence in the service, through imparting professional knowledge, broader vision, and correct patterns of behaviour, habits, and aptitudes. It should be a continuous procedure in response to a continuously felt need. Training helps the entrant by inculcating occupational ability and knowledge, through

the creation of him/her familiarity with the objectives of the organization and his/her potential contribution to the furtherance of the

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department's or organization's goals. Training adjusts the employees with the constant changes in the goals and techniques of organizations. The deficiencies of the new appointees may be corrected by imparting them necessary training. Training helps broaden the vision and outlook of the appointees. It equips those already in the service for higher 22 positions and greater responsibilities, enhances the efficiency of the employees, and helps build the integrity and morale of the employees. The conditions of training and education are closely related. Training is the art of rising the knowledge and ability of an employee for doing a scrupulous job. It is concerned with imparting specific skills for a scrupulous purpose. On the other hand, education is a broader term; it is concerned with rising general knowledge and understanding of the employee's total environment. The need for training is universal. Everybody needs training to effectively discharge the obligations of his/her office. It is a continuous procedure. Training can be informal or formal. Informal training is training through doing work and learning from mistakes. The ultimate success of informal training depends upon the experience and seniority of the senior officer and his/her interest in the new entrant. Formal training aims to inculcate administrative skills in the personnel through well-defined courses. Formal training improves the quality of administration. Pre-entry training, orientation training, in-service training, vocational training, post-entry training, etc. are some examples of formal training. Dissimilar methods of imparting training can be lecture method, case revise method, syndicate method, etc. Whatever the methods, the vital aims of training are always:

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inculcating fresh knowledge in the middle of the employees o upgrading their skills o familiarizing the inducts with the organization, its environment, work circumstances, rules, norms, and goals o attuning the employees to the new needs of the organization o broadening the views and outlook of employees o maintaining the morale of the employees

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development of novel attitudes and reducing waste, accidents, turnover, and absenteeism. Every administrative system necessity pays adequate attention to its training necessities. A well- trained, well-aware, and properly skilled personnel system is the very heart of an organization. Promotion Another vital function of personnel administration is promotion. The word 'promote' is derived from the Latin expression 'promoter',

which means 'to move forward'. Promotion means the

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advancement of an employee to a job better than the present one in conditions of greater responsibilities, more prestige or status, greater ability and augment in pay. The need for promotion arises from a diversity of factors. An organization can retain the services of its personnel through the device of promotion. Lower positions in the organization can attract competent persons if it creates provisions for its personnel to move higher. A sound policy of promotion fosters a feeling of belongingness in the personnel, contributes towards the 23 stability

of policies and practices, and leads to
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structure of traditions and conventions in the organization. According to W.F. Willoughby, a sound promotion system should fulfill the following circumstances: o Adoption of standard specifications setting forth duties and qualifications required for promotions in the government service. o The classification of these positions into separate classes, series, grades, and services

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The inclusion within this classification of all the higher administrative positions except those having a political character

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The adoption, as far as possible of the principle of recruitment from within for filling up higher posts o The adoption of the principle of merit in determining the relative merits of employees eligible for advancement. The employees should be made aware not just of the opportunities for promotion open to them but also of the definite lines beside which such promotion is to be expected and the circumstances that necessity

is fulfilled
through them in getting it. This means that there should be a definite goal before them towards which they can work. Two principles are used in the system of promotion: o Principle of seniority o

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Principle of merit. The principle of seniority is an age-old principle. Employees attach great importance to the length of service. According to H. Finer, "it is automatic and avoids the need for creation individual distinctions flanked by one person and another, of placing the young over the old, of measuring the responsibility for the result of promotion." But, this gives rise to two vital questions. Is the employee with the longest service necessarily the mainly competent? If employees automatically qualify for higher jobs through being senior, will new employees be motivated to provide good performance? Yet, seniority cannot be rejected altogether through using the internal method of promotion; the administration can keep the morale of employees high and also encourage a competitive spirit for better performance.

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use of external methods does give the competitive spirit to grow but the procedure affects the morale of the employees adversely. Using the principle of merit in promotion requires fair practices. To determine the merit of employees, a scientific system of 'performance appraisal' needs to be developed. It should be made as objective as possible. The appraisal should be of regular and continuous nature and should evaluate the quality, quantity, and styles of performance. It should contain also an 24 appraisal of the growth potential of an employee. Taking into consideration the weak and strong points of both principles, a mix of the two is adopted in the organizations while selecting candidates for promotion; both seniority and merit are given due weight

to age. Each organization necessity has a sound promotion policy.
Therefore

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promotion has to be based on just and fair norms as it is a powerful means in the hands of the organization to reward its faithful workers. It is a powerful means to lead the employees toward the desired goals. Salary structuring The development of a sound salary system is a significant function of personnel administration. Salary has to be structured in such a way that the employees of the organization feel adequately rewarded and possessions accessible to the organization are optimally utilized. The following are the necessities for the development of a sound pay system: o The pay structure should be simple and rational the pay of a post should be related to the duties and responsibilities attached to that post

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it should take into consideration the qualifications and experience prescribed it should be comprehensive and adequate to enable the employee to have a feeling of the total emoluments and to maintain a sure standard of living and it should take into account the comparable salaries paid in alternative occupations. Clarity and adequacy are the standard tasks of a sound pay structure. Good compensation plans,

are well-administered and

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have a salutary effect on the whole organization. Employees are happier in their work, cooperation, and loyalty are higher,

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productive output is up and quality is better. In the absence of such plans, compensations are determined subjectively based on haphazard and arbitrary decisions. This makes many inequities which are in the middle of the main dangerous sources of friction and low morale in an organization. Although there can be both monetary and non-monetary forms of compensation prevalent in an organization, it is the former which is the main vital element through which individuals are attracted to an organization, persuaded to remain there, and induced to engage in a behavior that is beneficial to the organization. Each organization should structure the salaries of its employees in such a way that no employee feels inadequately rewarded. Separately from vital salary, additional allowances such as house rent allowance, conveyance allowance, recreation allowance, leave encashment; festival loan, etc. can be given to the employees. Moreover, the salary scales have to be constantly revised because of price rises or augment in profits for the organization Employees' Welfare

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welfare of employees is one of the mainly significant functions of personnel administration, a good personnel system always gives top priority to the well- being of employees. A sound personnel 25 policy, proper recruitment and promotion techniques, conducive training methods, etc. make sure

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physical and mental condition of the employees so necessary for good performance. These circumstances need to be maintained as well.

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motivation of employees and the structure of their morale at dissimilar stages helps in maintaining these circumstances. All kinds of welfare programmes in an organization are to help in

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maintenance of these-circumstances only. Employees' benefit programmes make and stimulate morale which contributes to the creation and maintenance of favorable attitudes toward work and

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work environment. These programmes contain fringe benefits such as holidays, dissimilar kinds of leave entitlement education facilities, canteen facilities, leave travel fare concession, etc.

Employees'

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physical condition is maintained through safety and health programmes, group health insurance plans, regular medical examinations, proper working circumstances like proper lighting, ventilation, space, and equipment, etc. These are all employee welfare measures. Maintenance of discipline and following a code of conduct in the organization also helps in creating a conducive work environment in the organization which is significant for employees' welfare. Penalties for violation of rules, under-performance, or non-performance vary widely in severity. The more usual forms of disciplinary action are warning or reprimand, reassignment to other duties, suspension from duty fora sure period, demotion to a position of lower rank or grade, and dismissal or removal from the service. Strict disciplinary actions are very essential as they augment the efficiency of work, raise the morale of the employees, and keep inefficient out of the organization. As a model employer, an organization gives several social welfare and security services

to

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its employees. These can be in the form of sure tangible benefits. Some of these benefits supply financial protection against sure risks such as illness accidents, unemployment, and loss of income due to retirement. Some other benefits give extra leisure, extra income, and

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better work environment. These programmes fulfill the physical, mental, financial, and recreational as well as the social needs of the employees. A proper retirement scheme is also very essential for employees' welfare. The organization needs to assure its employees

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an easy and carefree life in their old age. The age of retirement can be anywhere flanked by 50 and 65. Proper retirement benefits attract talented persons to the organization; they help the system of promotion, and through these benefits efficiency of employees increases. Besides pensions, some other benefits such as allowances to take care of inflation, medical facilities, provident fund, family pension,

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travel concessions are also provided to retired employees. The primary aim of all these benefits is to give necessary means of livelihood and freedom from sure worries to the employees in their old age. Efforts

necessary are

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made to give counseling to help the retired personnel utilize their time and money effectively. All possible information should be passed on to employees who are seeking 26 retirement, external expertise can also be used through the organization in conditions of financial planning, planning for a second career, etc. A cautiously devised retirement plan necessity always forms a part of

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planning package of an organization. Redressal of employees' grievances is yet another very significant characteristic of employee welfare programmes. The interests of the employees and the employers should not be in disagreement. Over the decades there has been

a rising consciousness about the

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common needs and interests of the employees. There are several ways and channels to solve the troubles of the employees. Redressal cells in the organization should try to remove the grievances of the personnel quickly and systematically. The organization has to give its employees effective leadership. It has to generate the will to work in the middle of the employees. Inculcation of morale, of that spirit, that state of mind, which expresses itself in loyalty, enthusiasm, cooperation, pride in the service, and devotion to duty, is the end of the whole personnel system. Employees' necessity has a sense of security, attainment, and belongingness in the organization. Through attitude surveys and proper recruitment, selection, promotion, training,

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salary structuring policies, an organization can formulate appropriate welfare schemes and develop a workable work environment for its employees. 3.6

Conclusion The

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success of any administrative system depends on how effectively it handles its personnel functions.

Men are the most important factor that

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determines the quantity and quality of the performance and output.

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With their requisite skills, aptitude, integrity, and organizing capacity, they can build the image of their organizations or effective institutions in

the nation-building process. Personnel administration reduces the chasm between organizational objectives and the individual to the desirable extent by treating individuals at work in such a way that they will realize their maximum possible intrinsic abilities, to create an effective organization. 3.7 Summing Up Now organizations perform a large number of varied and complex tasks which require efficient, effective, able, and, competent personnel with the right aptitude and attitude. Investment

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in developing human resources through training, career development, planning, counseling, selection, job enrichment programs, and designing suitable performance appraisals and reward systems can go a long way in maintaining the morale and motivation of people

at a high level. The role of personnel administration is witnessed in the form of various policies and programs adopted for these purposes.

27 3.8 Probable Questions Essay type questions 1. Discuss the functions of personnel administration. 2. How to develop an efficient public personnel system? 3. Discuss the significance of personnel administration. Short questions 1. Why training is necessary for newly appointed employees? 2. What are the standard methods for recruiting personnel for an organization? 3. Discuss the grievance redressal system of an organization. 3.9 Further Reading a) Maheshwari, S. R. Public Administration, Lakshini Narain Agarwal, Agra, 1988. b) Marx, F.M., Administrative State, University of Chicago Press, Chicago, 1957. c) Mukherjee, B.C., Administration in Changing India, Blaze Publishers, Delhi, 1994. d)

100% **MATCHING BLOCK 110/416** **W**

Ghosh, P., Personnel Administration in India, Sudha Publications (P) Ltd., New Delhi, 1969.

e) Avasthi and S.R. Maheshwari, Public Administration, Lakshini Narain Agarwal, Agra, 1978. Unit- IV:

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Public Services and their Role in Administrative System Structure 4.1 Objective 4.2 Introduction 4.3 Meaning 4.4

Relationship Flanked by the Government and Public Services 4.5 Scope of

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Public Services 4.6 Transition from Traditional' to 'Contemporary' State 4.7 Growth in the Functions of

Public Services 4.8 Role of Civil Services 4.8.1 The Changing Role of Public Services 4.9 Conclusion 4.10 Summing Up 4.11 Probable Questions
28 4.12 Further Reading 4.1 Objective After going through this unit learners will be able - • To ensure maximum individual development of the personnel. • To establish and maintain an adequate organizational structure and a desirable working relationship among all the members of the organization by dividing. • Organizational tasks into functions, positions jobs, authority, and responsibility. • To generate maximum group and individual development within the organization by offering opportunities for advancement to employees or by training and job education; by effecting transfers or by offering retraining facilities. 4.2 Introduction The

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executive segment of the government needs the support of an organization (Public Administration) for the proper formulation and implementation of its programmes. One of the important aspects of public administration is the 'public services', which are instruments of regulation, development, and change in administration. They are the most essential part of the administrative system. The role and functions of public services within the administrative system constitute an important focus of study. This Unit

highlights
the role and importance of public services in the administrative system. It explains the meaning of public services and their essence in the context of the modern State. 4.3 Meaning "

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Public Services" are usually defined to mean the civil services constituted through the government to translate all its plans and programmes into implement able action. In common usage, civil service means that branch of governmental machinery that is concerned not with law creation but with law enforcing functions. In the executive branch of the government, there are two parts, the ministers, and civil servants. The civil servants carry out the orders of the ministers and advise them in policy formulation. According to E.N. Gladden, "Civil Service is the name of a significant government institution comprising the staffs of

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central administration of the state. It s more for it stands for a spirit essential to the success of modem democracy, an ideal of vocation in public officials who devote their lives to the service of the community". In administrative phraseology, public services have a slightly wider connotation in the sense 29 that they are taken to cover, besides civil servants,

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extended group of employees who may be working in public sector undertakings, nationalized banks, and other quasi-governmental organizations funded wholly or partly through the government. While the civil servants are the holders of civil posts, whose remuneration in India is paid out of

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Consolidated Fund of India, others are not so paid. In Britain, they are also accepted as "those servants of the crown other than holders of the political and judicial offices, who are employed in civil capability and of course, remunerated through budget passed through Parliament".In brief, as H. Finer stated "Civil Service is a professional body of officials, permanent, paid and skilled" and further, classified British Civil Service into three categories, administrative (policy formulation and execution); technical (scientific and specialized categories like doctors, engineers, etc.) and manipulative (executing orders of the first two classes). Public services are

a significant instrument of political modernization in developing societies. A

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Well-knit and well-organized public bureaucratic structure precedes electoral democracy. It gives stability and stability to the system of government. Public services are a blend of sure characteristics viz. expertise, vitality, and leadership. This blend enables public services to function independently and efficiently. 4.4 Relationship Flanked by the Government and Public Services The art of governance and administration has been

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integral characteristic of human society. For governance, there has always been a government, whatever its form, and for carrying out the objectives of the government, there have always been public services. Public services have always been

a significant arm of the government for the

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formulation, implementation, monitoring, and evaluation of its programmes. Therefore, the type and the character of the public services would, no doubt, depend on the kind of government and the nature and scale of the tasks to be performed through it. As a consequence, whenever and wherever there is a change in the government, public services also experience a change to some extent. Bureaucrats have more knowledge, experience, intergovernmental ties, and time than politicians. Both are dependent on each other. The relationship flanked by the government and public services has provided that the dichotomy flanked by policy formulation and implementation can never be strictly maintained in practice. Experience has shown that this kind of departmentalization flanked by governmental and administrative activities is partly, but not wholly true. It is very hard for the government to be only concerned with policy formulation whereas for the services to only deal with

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administration of these formulated policies. Both in theory and practice, there is

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frequent crossing of boundaries, as a result, a relationship of complementarily, mutuality, and

inter-reliability

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has developed flanked by the 30 two. The government sets the goals for public services; hence it is instrumental as an instrument to achieve these goals. 4.5 Scope of Public Services The role of public services is changing with time. Status-quo-bound public services can never solve the new and rising administrative troubles. Public services have to change in a way that is conducive to the development

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innovative administrative programmes and systematic progress of the country. Its scope is widening and one cannot think of all-round development without effective public services. 4.6 Transition from Traditional' to 'Contemporary' State With the growth in the functions of the State,

the rising expectations of people, and

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development of science and technology, the role of the government has undergone a substantial change. Government has to undertake the primary responsibility of governance of its people. This governance involves multifaceted functions in the political, social, and economic areas. Law and order, internal security, and defense against external aggression are some of the sovereign functions of the state. As no government can exist or acquire legitimacy in a political vacuum, the appropriate political systems necessity necessarily is devised for

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survival and growth of the government. Likewise, since people can't live on politics alone, their socio-economic needs will also have to be catered to. Therefore social, political, and economic characteristics of governance become critical areas of concern for the administration. As the government grows and undertakes newer tasks and responsibilities,

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administration also has to respond suitably and effectively. This administrative response is possible only with a proper and rational organization of the public services, for,

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administration will be reduced to nothing if there are no competent public services to assist it. When the state changes its ideological philosophy from the traditional to the modern, the administration also undergoes a fundamental change. Therefore, when the state transcends itself from "warfare" to "welfare", the administration undergoes a transition from a 'law and order' orientation to a 'developmental' orientation. Development becomes the focus and planning becomes essential, for it is only through systematic and scientific planning that resource mobilization and input utilization within the shortest time is possible to attain optimal output.

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administration, therefore, has to pay attention to policy formulation, programme design, project management, and programme evaluation. For all this, efficient and effective public services are required since efficiency in the conduct of government business depends primarily on 31 the skill of personnel employed through the state. Government cannot afford to have the personnel, within the services, who are not fit. When the country adopts development-oriented goals and objectives, the governmental duties become not only socio-economically compulsive but also acquire new dimensions. This calls for efficient and qualified personnel. Plans for administrative reforms can only be successful if they are accompanied by a heightened attitude and motivated skill on the part of the public personnel. Competent personnel is, therefore the sinequanon of effective public services, and the qualities that are sought in public personnel are integrity, skill, dedication, devotion to duty, intelligence, and diligence. 4.7 Growth in the Functions of Public Services Public officials are required to perform all the tasks and duties arising out of the obligations of the government in rendering service to its people. Some of these tasks are, advising ministers on policy issues, supervising all characteristics of administrative, technical, and scientific programmes, economic and financial activities, social welfare, and services. They are also engaged with delegated legislation, administrative adjudication, and public relations. With the augment in the welfare functions the purpose and the scope of the administration have been reoriented. The U.N. Handbook noted

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the State is expected today to be the accelerator of economic and social change and no longer the preserver of the status quo. And in its new role as the prime mover and stimulator of national development, it is expected to spread the benefits of economic and social progress to everyone. No longer dare a government indefinitely limit the enjoyment of the fruits of the earth and of man's labour and ingenuity to a small privileged class. Moreover, the modern state is expected to achieve these purposes within the general framework of the consent of the people, and with due regard to the rule of law and individual human rights. It is hard today to find a State, whatever

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present power structure that does not call itself a democracy, a government of the people. A modern State may act as the director, entrepreneur, or stimulator of private initiative, or indeed in all three capacities. In a socialist economy, practically all organized effort is placed in the public sector and its whole management becomes the concern of the public services. Several countries because of their prevailing social and economic circumstances and availability of possessions are committed to preserving the largest possible sphere of activity for private enterprise and local initiative. But even in these countries vast rising functions and activities concerning national stage opinion are undertaken through the government. Capitalist economies have witnessed an expansion of their public services. In these countries, several such areas have come up which are solely under the public sector,

which the private sector is not able to enter.

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Public Services have become today one of the main essential parts of the government. Civil servants perform many functions. The major functions are: 32 Determination of Policy: Civil servants are actively involved in the formulation and determination of the policy of the country. Although the policy is the sphere of the legislature, the technical demands of the government's role call for the intervention of public servants in matters of policy formulation. The civil servants recommend policies to the ministers. The ministers being amateurs cannot understand the complexities of public policy and consequently act on the advice of the civil servants. So, civil servants greatly influence the formulation of national policy. The civil servants suggest alternatives to a policy that is practically enforceable as they know how the policy works in practice. Implementation of Legislation and Policies: The civil servants execute the policies passed through the legislature. Civil servants exercise a large sphere of discretion in the execution of laws and policies. He/she weighs cautiously all the factors that may affect implementation before taking action. They have to see whether the law or policy is favorable and enforceable, they necessity act impartially and honestly according to legislative standards and the rule of law. Delegated Legislation: The civil servants also frame departmental legislation. The legislature gives a broad outline of the legislation and delegates to the civil servants the power to create details of that legislation. Delegated legislation has become very useful because the legislature has no time to frame detailed rules and regulations and is not familiar with the complexities of modern legislation. The civil servants frame rules and regulations and issue orders per the legislation passed through the legislature. These rules are therefore scrutinized by the legislature again and then enforced through the civil servants. Administrative Adjudication: Civil servants today exercise quasi-judicial powers also. They determine the cases on issues involving the rights and obligations of private citizens or parties. Some judicial powers have to be in the hands of civil servants to secure

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public interest and protect the poor from use. The growth of administrative adjudication is the result of the need to have reasonable and speedy justice in cases under social enactments and cases involving technical complexities. The civil servants enforce policies and so can provide judgment according to the necessities of the policies. Besides these, the routine functions of civil services are licensing and inspection, regulation of government policies, collection of taxes, taking note of working circumstances, etc. Therefore, in brief, civil servants perform the functions of:

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Advising the government concerning the programmes. o Providing the ministers with necessary information and statistics. o Implementing the plans, policies, and programmes formulated through the Government.

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Monitoring and evaluating the programmes of the Government. 33 o Carrying out the tasks delegated to them through the Government. o Determining cases on issues involving the rights and obligations of private citizens and parties. 4.8 Role of Civil Services Instrumentality Role There is a general agreement that civil services should play an instrumental role in its operation, in as much as it is not the master but agent of policy formulation and execution. It is, so, approximately universally expected, and considerably accepted, that the services should be so intended and structured as to respond systematically and willingly to the political leadership and policy parameters this essentially represents a philosophy of primacy of political control over

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administrative system. Despite their participative and pervasive attendance in the policy programmes of the state, the public services are not supposed to stray too much from their instrumental role to become

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prime mover behind policy creation. Fritz Morstein Marx credits “merit bureaucracies even in modern nation-states of the West as having contributed considerably to the viability of the policy” through “professional outlook to every conduct of governmental activities”." It is not the same thing to say that the public services cannot, should not, and need not, under any circumstances, involve themselves

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policy creation procedure, but through and large, the civil servants should not involve themselves in policy creation full- fledged Neutrality Role The neutral role of the civil services aligns with its instrumentality role. It is therefore clear that if civil services have to perform, in the right spirit of their structural functional framework, they have to be“neutral” in their approach, outlook, and activities. No way should their political values affect their conduct and behaviour. Civil servants are the objective, dispassionate and non-partisan band of professionals who should do a job entrusted to them with clinical proficiency, efficiency, and dedication. Once a policy has been decided and

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decision taken to implement the programme, all that civil servants should do is try to use all the accessible possessions in an optimum manner for the execution of the programme. In other words, the civil services necessity not is allowed to take political sides. The individual value system may certainly come into play while rendering advice to the ministers or at the time of strategizing for policy but not thereafter. The civil servants are not the political mediators but

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servants of the state. Political neutrality is the sinequanon of civil servants, the civil service and party politics should be kept poles separate. Therefore civil servants are expected to implement the policies 34 decided upon by the government. It is neither responsible for

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political content of programmes nor to defend them in public. Commitment Role Should the civil servants be committed to the cause of a party, the ruling party, or a person of the party? Intellectually? Emotionally? Ideologically? Where should their commitment lie? Such questions are very

common and

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significant for understanding the commitment role of civil services. Dissimilar views have been expressed on the subject. The first and common view holds that commitment means that civil servants should be in accord with the policy objectives of the government. Secondly, it has been held that such a commitment should be to a new social and economic order and has to be consciously built and nurtured through the careers of civil servants. The third view is a corollary to the second view, it says that commitment should be related to the developmental philosophy of the state, societal, economic, and political, besides all the other modernizing and nation structure programmes Fourth view holds that commitment should, ideally, be to the ideals of the Constitution of the country which represents the communal wisdom of the people concerning the governance of the policy. And, ultimately, commitment has to be to the conscience of the civil servants, their beliefs, cultural and ethical values, and sense of justice and righteousness. Civil servants have often displayed their personal alignment, identification, and belongingness to political parties; they often display personal loyalty to “the boss”. This type of personalized commitment helps civil servants in better career progression and more accelerated delegation. But the term committed bureaucracy does not mean a bureaucracy loyal to a scrupulous political party; it does not even connote civil servants owing loyalty to a scrupulous individual, political person, or leader. It means that bureaucracy should be committed to the objectives, ideals, institutions, and modalities contained in the Constitution. Impersonality Role Civil services should, by and large, adopt an „impersonality" profile while dealing with matters concerning policies, programmes, and issues. Civil servants cannot afford to take or twist a decision based on the persons involved with it or the persons who can be affected by it, but should strictly conform to the principles, rules, guidelines, etc. They should govern the matters before the government, irrespective of the status, standing, and position of the affected individuals. Civil servants have to take a dispassionate approach to troubles. Anonymity Role 35 The role of anonymity requires that the minister has to answer for the actions of civil servants in the Parliament. The civil servants, therefore, are protected from criticism of Parliament. A minister has to protect the civil servant who has executed his/her definite order. Minister is also responsible to the Parliament for the wrong action of the civil servant. Therefore the principle of anonymity goes hand in hand with the principle of ministerial responsibility. It means that civil servants work behind the curtain; they cannot openly come out and play a predominant role in politics. They have to function in an environment of anonymity; this helps them in taking honest and objective decisions. Professional Role Civil servants are employed for their knowledge, ability, expertise, experience, competence, and merit. They necessarily utilize all their skills to implement the development programmes with full zeal and enthusiasm. Civil servants' necessity is trained to use all the mental, physical, and technical skills at hand in a mainly effective and efficient manner. The aim should be to train civil servants in such a way that maximum results can be achieved with minimum inputs at the least cost within the shortest time frame. Professional excellence, result motivation, and intellectual integrity should be their motives. Learning and continuing education should be built into the system itself, for that is the foundation for structuring a professional

superstructure. The

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professional role of civil servants is the genesis of their subsistence. 4.8.1- The Changing Role of Public Services Because of the rising complexities of governmental tasks, future administrators necessity acquire knowledge in the fields of science and technology, social and behavioral sciences, modern tools of management, human relations in management, and administrative research and development. The Administrative Reforms Commission observed that the "role of generalists" in administration is losing its validity in many fields. This is an inevitable consequence of the rising application of science and technology in solving administrative troubles. In the context of the new challenges of change that public services have to face, the latter cannot escape two compulsions, one of version and the other of professionalization. Several factors like changing political scenarios, rising aspirations of people, expanding

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scale of administrative operations, rising size of administrative structure, and developing science and technology are forcing public services to adapt to the dissimilar changes and professionalize them. According to Gabriel A. Almond, public services have to attend to sure functions either in combination with political authorities, confidentially, independently, or single-handedly and openly. He recognizes even such functions and categorized them into input and output functions. Input functions are political socialization, interest articulation and aggregation, and 36 political communication. The output functions comprise rule creation, rule application, and rule adjudication. For discharging these functions properly, the public services necessities address themselves to two kinds of relationships, one of mutual compliance, referring to

the "internality" relationship, and the other of version, relating to the '

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externality' relationship. Both influence the performance of public services and necessity, therefore, be integrated. To cope with these colossal functions, public services

are necessary to

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acquire and develop appropriate and adequate capacities. Unless they are fully equipped, they cannot help in

the attainment of the

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goals of the programmes and policies and can lead to a wide gap flanked by declared objectives and their realization. The public servants necessary undertake capability generation programmes (such programmes necessarily aim at rising the capability of public servants to perform administrative tasks properly) within the framework of specific needs, particularistic environment, local culture, and ethos. With the rising involvement of public services in the public sector enterprises and other quasi-government undertakings, they have to become more flexible and adaptable. 4.9

Conclusion The concept of a Welfare State has brought the government and public services closer to the people. There is, thus, a need to establish a cordial relationship between the public services, government, and people. Till now, civil servants have adhered to the models of morality, anonymity, commitment, and impersonality. 4.10 Summing Up

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The twentieth century, therefore, is witnessing an extension of governmental functions beyond all limits. The concept of welfare Stat and service e has been approximately universally accepted. Governments have taken up the responsibility of utilization of manpower, natural possessions, and technology to make an environment conducive to all-around economic development and social well- being. This further strengthens the role of public services. The demands of the people upon their government have become insistent, the government is measured to be an agency to meet these urgent demands and devise ways to overcome social and economic deficiencies in the administrative system. 4.11

Probable Questions Essay type questions i. Discuss the transition from the Traditional to Contemporary State. ii. Discuss the role of civil services in a modern state. Short questions
37 i. Mention the functions of public services. ii. Discuss the scope of public services. 4.12 Further Reading a) Wilter Dill, Scott. Clothier, Robert C., and Spriegel, William R., Personnel Management: Principles, Practices, and Point of View, Tata McGraw-Hill Publishing Company Ltd. New Delhi Sixth Edition, 1977. b) Paul, Pigors and Myre's Charles A., Personnel Administration: A Point of View and Method, McGraw-Hill Book Co. Kagakusha Ltd., Tokyo, 1961, Second Edition. c) egyankosh.ac.in › bitstream › Unit-1 Unit-V: Features

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of Public Personnel Administration in India Structure 5.1 Objective 5.2 Introduction 5.3 Role of Public Service Commission in Public Personnel

AdministrationConclusion 5.4 Summing Up 5.5 Probable Questions 5.6 Further Reading 5.1 Objective After going through this unit learners will be able: ✓ To reduce resistance amongst the employees by securing the integration of individuals and groups in such a manner that the employees feel a sense of involvement, commitment, and loyalty to the organization. In the absence of such integration, friction may develop which will produce inefficiency and lead to failure. 38 ✓ To reorganize and satisfy individual needs and group goals by offering adequate and equitable remuneration, and economic and social security so that the employees feel secure and work willingly and cooperate to achieve the organization's goals. ✓ To maintain high morale and better human relations inside the organization by sustaining and improving the conditions that have been established so that the employees may stick to their jobs. 5.2 Introduction

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Public personnel administration in India comprises the public services of the country. Through now you necessity is familiar with the meaning and scope of public services in India, and their role in the administrative system necessity has also become clear. The public personnel administration has sure features which are dissimilar from the private administration in several ways. Public personnel administration has to cater to the needs of a larger number of people and is engaged with the supply of varied services. Public personnel administration does not exist in a vacuum. It is the product of vital public policy, it operates under public scrutiny, it mirrors general social and economic circumstances, and it has a continuous impact on the general welfare. The government is dependent on the public personnel system for the implementation of its programmes, without proper utilization of human services, no policy, programme, or rule can be made successful. Present Public Personnel Administration is a Legacy of the Past The bureaucracy in India, especially the top bureaucracy is a spillover of British rule. The East India Company promoted a service structure for meeting their commercial and trading interests. In 1858 when the British Government took over the reins of administration in India, the political consolidation of the country and use of the country's possessions to serve its interests became its aims. This described minimum economic, social, and developmental activities but maximum administrative stranglehold. The superior civil services that are higher civil services were manned by either British or Indians recruited from higher economic and feudal strata of society. The lower subordinate stages comprised only the Indians. The whole system was an excellent instance of high and low, top and bottom, master and servant. The preponderant features of

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public personnel system were: o It was 'elitist', exclusive in outlook and approach, o It displayed despotism in action and

behavior, o

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It maintained safe and wide aloofness from the people, 39 o It developed structural rigidity and functional frigidity, o It was too hierarchic and precedent adherent, o It had no human relations orientation, o It had feudalist, and separatist attitudes and tempers, o It had no welfare or development motivation. India became independent in 1947, but could not develop or structure a novel public personnel system. Our Independence was accompanied by a painful partition of the country, communal riots, massive migration of displaced persons, and the influx of refugees. Moreover, we had to tackle the complicated troubles of integration of states, depletion of administrative personnel due to

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voluntary retirement of British ICS officers, and transfer of Muslim ICS officers to Pakistan. If the health of the economy was bad on account of the after-effects of the Second World War and partition, the condition of administration, particularly personnel administration was worse. The vital administrative structure remained the same. There were gaps in the cadre; experienced senior stage officers were very few and competent personnel were just not accessible. With the adoption of the Constitution in 1950 and the commencement of the first Five-Year Plan, a lot of pressure came to be laid on the personnel system. The elitist hierarchic authoritarian and rigid administration now had to be revamped to meet the Constitutional objectives of liberty, equality, fraternity, and justice. Our plan objectives viz. economic development, industrialization, modernization, and social justice put the administration under considerable strain, the administration had to be converted into a development, and welfare-oriented administration. We can say that after independence, two vital changes took place which greatly affected the role of civil service. First, with the adoption of the system of parliamentary democracy, the civil service became accountable to the political executive. Secondly, civil service became an instrument of development. Personnel system, for that matter any system necessity have a purpose which has to be related to the objectives of the organization. In the case of public personnel administration in India, its vital aim is the facilitation and fulfillment of the goals of the government. This is the rationale for creating government services; this is the justification for their subsistence. Once the goals have been formulated, the public personnel system necessity rises to implement the programmes and achieve the qualitative and quantitative targets through judiciously harnessing the accessible possessions, keeping two dimensions in view, time, and cost. For this purpose,

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public personnel system is involved with the functions of recruitment, selection, placement, training, health, safety, performance rating, promotions, and

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general welfare of the employees. 40 Augment in Development Functions The extension of social security benefits and an enlarged public aid to education have become very significant functions of the government. The government has assumed the larger responsibility of achieving

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security and well-being of all citizens. Implementation of these changes is not an easy task. The skills and experience of public service are required for this purpose. Public service is an essential social instrument, it bridges the gaps flanked by legislative content and its fulfillment. Public service can help to establish and strengthen the minimum circumstances required for economic development. It is responsible for laying down circumstances for the maintenance of law and order, development of infrastructural facilities, and favorable administrative structure. The public services through fixing sure general or specific output objectives play

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significant role in modifying the resource structure of the country. The public services have now taken control of government undertakings or semi- government bodies. Rising Number of Public Personnel Due to the augment in the social and economic functions of the government, the number of public personnel is rising at a very fast rate. As the tasks of the government are rising, the need for personnel to perform these tasks is also rising. A large number of new departments, corporations, commissions, and boards are now being set up. The Second Pay Commission had estimated that on April 1, 1948, there were 14,45,050 employees in the Central Government. On June 30, 1957, this figure had increased to 17,73,570. On January 1, 1965, it increased to 22,64,795. On January 1, 1981, it further increased to 32,27,539. This shows that with every new activity of government that aims at providing new services for the welfare of people, the number of government employees is constantly rising. Rising Number of Specialists in Public Services The concept of a Welfare State, augmented by the aspirations of people and the growth of science and technology has brought forth the demand for

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rising role of specialists in administration. New specialism, new techniques,

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new methods are now being expected from civil servants. The role of specialists in public services has therefore become very crucial and their number in the services is constantly rising. Low Rate of Turnover of Employees in Government Service The rate of turnover of government employees is quite low in India. According to O Glenn Stahl, employees leave their jobs for a diversity of reasons like voluntary resignation, optional retirement, and 41 instances of death or frequent transfers. In India, people accept government service as a career and do not resign on their own due to permanency and moderately good circumstances of service. Reasonable hours of work, good leave entitlements, provident fund and retirement benefits, and housing and health facilities attract people to public services and are even able to retain them. Sound promotion policy is another factor that encourages public personnel and fosters a feeling of belongingness in them. In addition, an adequate retirement and pension system also encourages personnel to continue in service till their retirement. Therefore the turnover of public personnel is quite low. Mainlyreferences of turnover are confined to the vacancies occurring due to death, removal, dismissal, and retirement Classification of governmental position is a necessity for a career service based on merit. It enables rational standards or norms to be set up for the selection of personnel, permits uniformity in the method of describing dissimilar kinds of jobs, and establishes an alike basis for giving equal status and equal pay for equal work. There are two well- recognized systems of classification, one is Rank Classification, and the other is Duties or Position Classification. India follows the system of rank classification. In India, public personnel is classified into “classes” as well as “services”. We have four classes of service, class 1, class 2, class 3,

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class 4, these are now described as Group A, B, C, and D services, corresponding to differences in the responsibility of the work performed and the qualifications required. Another way of classification is into 'services'. Public personnel in India are directly recruited for dissimilar services e.g. Archaeological Services, Engineering Services, Post, and Telegraphs Traffic Services, etc. Once the public personnel is recruited to these services, they continue to be the members of the scrupulous service until they retire or resign. At present public services are classified into the following classes: o All-India Services

o Central Services, Group A, B, C & D o State Services o Specialist Services o Central Secretariat Services, Group A, B, C &D The

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rank classification system is very easy to understand and administer, it promotes mobility through facilitating transfers within the services, it is flexible in operation, and it opens more career opportunities for individuals. But this kind of system violates the principle of "equal pay for equal work", it does not describe the contents of any job in detail,

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it does not explain what is expected of a post. This system is not conducive to the formulation of scientific standards on which

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selection of personnel, training, posting, transfer, career development, promotion, etc. may be organized. The position classification 42 system prevalent in the USA, Canada, and

the Philippines, etc. has several advantages over the

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rank classification system prevalent in our country. Limited Political Rights of Civil Servants Very limited political rights of civil servants have been regarded as one of the essential circumstances to maintain the discipline, integrity, and political neutrality of the services. To ensure the political neutrality of public services, civil servants are denied direct participation in political activities.

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Therefore we can conclude that the political rights of civil servants are very limited. The higher civil servant's necessity is above politics, as they have to serve the changing governments drawn from dissimilar political parties with the same vigor and honesty. According to Masterman Committee Report, "the public interest demands the maintenance of political impartiality in the Civil Service and confidence in that impartiality is an essential part of the structure of Government". So, the political rights of civil servants must be limited. 5.3 Role of Public Service Commission in Public Personnel Administration The Public Service Commission is an independent statutory body. In India, the Public Service Commission has been so intended to function only as an advisory body. All rights concerning the appointments of personnel are vested in the Government. The Constitution does not envisage a vital role for the Commission in personnel administration. The Constitution of India gives for aUnion Public Service Commission and for State Public Service Commissions beside a Joint Public Service Commission on the request of two or more state governments. The functions of the Union and State Public Service Commission may be summarized as follows:

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To advise the Government on matters concerning the method of recruitment and principles to be followed in creating appointments to the civil services either directly or through promotion. o To conduct examinations, written as well as personality tests, for appointments to the civil services of the respective governments. o To advise the government on matters relating to the suitability of candidates for promotion and transfer. Recommendations for such promotions are made through the concerned departments and Commission is requested to ratify them. o The Commission is consulted on matters relating to temporary appointments for periods flanked by one to three years, grant of extension of services, and re-employment of sure retired civil servants. 43 o The Commission is also consulted on matters relating to regularization of appointments, claims for the award of pension, claims for reimbursement of legal expenses incurred through the Government servants in defending legal proceedings instituted against them relating to acts done in the execution of their official duties, claims for pension, or compensation in respect of injuries sustained on duty. o The Commission is also consulted while creating order in any disciplinary case in circumstances like (i) censure; (ii) withholding of increments or promotions; (iii) reduction to a lower service, grade, or post; (iv) compulsory retirement; and (v) removal or dismissal from service.

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The Commission has to present to the President or the Governor, as the case may be, its annual report, with its recommendations. There is a provision that the Parliament and the State legislatures, as the case may be, may confer additional functions on their respective Public Service Commissions. Therefore the Public Service Commission is a recruiting agency with purely advisory roles, consulted also in sure disciplinary and other matters. There are some statutory restrictions on the powers of the Public Service Commission. According to an amendment in Article, 320, which was effected in 1961,

the President doesn't need

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to consult the UPSC in a case where he proposes to create an order for the removal, dismissal, or reduction in rank of a civil servant after he is satisfied that such action is necessary for the interest of the security of the State.

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Conclusion Therefore we can say that it is the personnel that more than anything determines the quantity and quality of the performance and output of an organization. Even the contribution of money and material to the performance of an organization depends substantially upon their manipulation by the human beings in

an organization. In a dynamic domestic and international situation, personnel that fails to keep in step in which changing times may well prove to be a great hindrance to socio-political development.

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Personnel constitutes an integral part of the organization. It is with their requisite skills, aptitude, integrity, and organizing capacity that they can build the image of their organizations as effective institutions in nation- building. Personnel administration with its ever-increasing responsibilities has become

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indispensable part of management. There is a need for making personnel administration responsible for bringing about innovative changes in the structure of an organization, undertaking personnel research, and conducting attitude surveys

with modified tendencies along with time.

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There is also a need for making personnel administration accountable for formulating cost-effective policies

and programmes and establishing a positive relationship between the organization and the environment.
44 5.4 Summing Up Personnel

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administration is concerned with people at work and their relationships within an organization. It refers to the entire spectrum of an organization's interaction with its human resources from recruitment activity to

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retirement process. It involves personnel training and forecasting, appraising human performance, selection and staffing, training and development, and maintenance and improvement of performance and productivity. It is closely related to an organization's overall effectiveness.

Personnel administration is systematized, specialized knowledge and technique, which can help organizations in administering their personnel for achieving their optimum performance.

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To obtain these objectives, personnel administration is concerned with planning, organizing, directing, coordinating, and controlling the cooperative efforts of individuals within an organization 5.5

Probable Questions Essay type questions a) Discuss the role of the Public Service Commission in Public Personnel Administration b) Discuss the features of the public personnel system. c)

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Write a short note on the scope of public personnel administration.

Short Questions a) Mention the classification of civil servants. b) Analyse critically the role of personnel in a third-world country like India 5.6 Further Reading a) Mukherjee, B.C., Administration in Changing India, Blaze Publishers, Delhi, 1994. b)

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Ghosh, P., Personnel Administration in India, Sudha Publications (P) Ltd., New Delhi, 1969.

c) Avasthi and S.R. Maheshwari, Public Administration, Lakshini Narain Agarwal,
Agra, 1978. d) egyankosh.ac.in › bitstream › Unit-1
45
46 Block-II Unit I Development of Civil Service in India Structure 1.1 Objectives 1.2 Introduction 1.3 Civil Service in Pre-Independent India 1.4 Civil Service in British India 1.5 Constitutional Provisions of Civil Services 1.6 Conclusion 1.7 Summing UP 1.8 Glossary 1.9 Model Questions 1.10 Further Readings and References 1.1 Objectives
The unit seeks - • To know the historical background of the civil service in India. • To comprehend the origins of public administration in India. • To acquiring an understanding of the procedures essential to India's administrative reforms. • To contextualize the changes in administration in India. • To evaluate the recommendations of different Commissions on Indian Civil service. 1.2 Introduction
47 The numerous permanent employees needed to run the government's operations are referred to as "civil services." It is the State's executive agency or action arm, responsible for carrying out its policies and decisions. In addition, based on professionalism the civil service provides guidance on policy-making. Policy formulation in today's complex environment needs the detailed and specialised knowledge which is made available by the civil service. 1.3 Civil Service in Pre-Independent India The Indian state has had some type of civil service since ancient times. Its beginnings can be traced back to the Mauryan era. For effective administration in the growing Mauryan Empire, meritorious public personnel were needed. The Mauryan government employed governmental officials in the name of Adhyakshas and Rajukas,. According to Kautilya's Arthasastra, the administrative apparatus is made up of seven fundamental components: the ruler

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Swamin, the bureaucracy Amatya, the territory Janapada, the fortified capital Durga, the treasury Kosa, the army Danda, and the Mitra (the ally).

Mantrins and amatyas made up the senior bureaucracy. The King's top advisers were the mantrins, and his personal staffs were the amatyas. The Arthashastra of Kautilya outlines the criteria for recruiting civil servants, the terms of their loyalty, the procedures for evaluating their performance, as well as the civil servants' code of conduct. The Arthashastra also mentions some

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checks and balances on their appointments and caution, and it also suggests a continuous watch on the operation of the civil service, including regularly updating the monarch on their performance.

A similar type of governing machinery also existed under the Gupta period. During the Mughal Empire in medieval India,

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the mansabdari system was employed to manage the bureaucracy. The mansabdari system was essentially a pool of government servants who could be

used for either civil or military purposes. Akbar began

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land reforms and established the land revenue system, which ultimately became a major component of the Indian taxation system. His view of service

was regulated and welfare-oriented. 1.4 Civil Service in British India
48 The British Empire's success in India was primarily due to its effective administrative structure, which was led by

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the Indian Civil Service, also known as the Imperial Civil Service.

The East India Company, established in 1600 AD, also had its own civil service, which was responsible for carrying out commercial functions. Lord Cornwallis introduced the civil service in India during British rule, so that the British territories in India could be administered better in 1715, Lord Robert Clive came to India, and undertook the task of purifying the services. He forced the servants of the company to sign 'covenants' with the company binding them not to accept presents or engage in private trade. It was for this reason that the services were classified as '

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covenanted' and 'uncovenanted'. The covenanted civil service consisted of only Europeans (i.e., British personnel) occupying the higher posts in the government. The Uncovenanted

services were the inferior posts created in the normal course of administration. Lord Cornwallis laid the foundation of a professional civil service in India with attractive salaries and certain rule based appointments, trainings, postings and promotions. He also made important administrative improvements, such as reserving all higher positions for European employees and enhancing their salary. The Charter Act of 1793 reaffirmed the notion of Europeans holding all positions of responsibility and authority. As a result, Indians held essentially no positions in the government during the first part of the 19th century. A select committee of the British Parliament sat in 1831–1832, to investigate the East India Company's affairs and the Indian administration. The committee wanted Indians to be admitted to higher civil services, which would strengthen their attachment to British dominion and lead to considerable savings in the expenses of the Indian Government. The Charter Act of 1833 is arguably the most important legislative intervention in India's public administration of all the statutes passed by the British Parliament to control the East India Company in India.

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The Charter Act of 1833 provided that 'No native of the said territories shall be, by reason only of his religion, place of birth, descent, colour or any of them be disabled from holding any place,

office or employment under the
Company.'
In 1837, an amendment bill allowed the company board to adopt limited competition as the basis for selection which was abolished by the recommendation of The Macaulay Committee in the year 1854. This committee proposed

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that the patronage-based structure of the East India Company be replaced with a high-quality permanent civil service that would be selected through competitive examinations.

After 1855, the Indian Civil Service (ICS) began to recruit individuals strictly on the basis of their merit through open competition. It further suggested that applicants be between the ages of 18 and 23. The exams were scheduled to take place in London. As a result, in 1855, the first test under the new system for recruitment to the Indian public service was held.
49 Following the Indian War of Independence in 1857, the East India Company's dominion was abolished by the Government of India Act, which was passed by the British Parliament on August 2, 1858. By abolishing

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the Court of Directors and the Board of Control, the act transferred the government, territories, and revenues from the company to the Crown. In

the same year, the Crown issued a proclamation giving the secretary of state-in-council the authority to control appointments to the Indian civil service. He was to operate with the assistance and counsel of Her Majesty's civil service commissioners. In 1860, the maximum age for admission to the open competition was lowered to 22 years from 23 years; it was again reduced to 21 years in 1864 and in 1878 it was further reduced to 19 years; making it practically difficult for Indians to appear in the said examination at such a lower age in London. In the same year (1878), the secretary of state ordered that each member of the Covenanted Civil Service would be bound to serve anywhere in India. In this way, these services became all-India services. Between 1862 and 1875, 40 Indians completed (57 if those sitting more than once are included). Ten of these were successful. The number of Indian entrants dropped sharply after the introduction of the upper age limit of 19. From 1879-86 four out of 25 Indian entrants were successful, compared with five out of 46 between 1871 and 1874. This fall is not entirely explicable by the lower age limit; the exceptional years of 1873 and 1874 partly account for the high total of the last eight years under the 21 age limit: it seems that the less serious candidates stopped entering; it is possible that the statutory service creamed off a few who might otherwise have entered for the competition. The 1870 Act of India gave powers to the government to elevate Indians to the Covenanted Service from the Un-covenanted Service without examination, on the grounds of their performance and exceptional ability. This gave an opportunity to Indian officers to compete with European officers and secure promotion into the Indian Civil Service. However, to increase the association of Indians in administration, a commission under the leadership of Sir Charles Aitchison, the then lieutenant governor of Punjab, was appointed in 1986. The commission recommended that the services should be divided into three categories: imperial services, provincial services, and subordinate services. Each of them is organized into different units on the basis of duties such as Civil Service, Police Service, and Educational Service and so on. Recruitment to the first category was to continue, as before,

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in England; however, recruitment to the other two categories was to be made by the provincial governments, partly

on a competitive basis and partly through promotion from the subordinate services. Besides, this commission recommended that the age limit be raised to 23 years.
50 On the Indian side, there was an increasing demand for a greater share of superior civil services. Additionally, there was opposition to the separation of the services into imperial and provincial. With the outbreak of the First World War, a change in the attitude of the British government was visible, which was largely 'strategic' to solicit the support of the Indians in its war effort. The result was the adoption of the 1919 Montagu-Chelmsford Reform scheme which was guided by the committed goal

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of the government 'to increase the association of the Indians in every branch of the administration and the gradual development of self-governing institutions

in India. In 1918, Mont-Fort report on Indian Constitutional Reforms suggested increasing the association of Indians with every department of administration and that examination should be held simultaneously in England and India for recruitment to the Superior Civil Service. In addition, it stipulated that Indians must make up 33% of higher level civil service positions in India, and this percentage should be increased by one and a half per cent annually. The Government of India Act of 1919, often known as "diarchy," decentralised government by assigning some responsibilities to the provinces and placing them under popular control. According to the rules framed under Section 96(B)-2 of the Act of 1919, the all-India services were mixed. These included
the Indian Civil Service,

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the Indian Police Service, the Indian Forest Service, the Indian Civil Veterinary Service, the Indian Educational Service, the Indian Agriculture Service, the Indian Forest Engineering Service, the Indian Medical Service (

Civil) and the Indian Service
of Engineers. The

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appointments to these services were made by the secretary of state. The all-India services were ultimately responsible to the government of India and

to the secretary of state. Besides, in accordance with

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the Government of India Act of 1919, the Public Service Commission

was established to hold examinations in India for the purpose of recruiting candidates for the All-India Services. This provision was, however, criticised due to the transfer of power to the provinces Members of the higher services began to agitate over their salaries and emoluments. The issue of further Indianisation of the services was being raised again and again. Against this background, the Royal Commission on Superior Services in India was appointed in 1923 to examine the issues relating to All-India Services, including the question of their Indianisation.

51 The Lee Commission submitted its report in 1924 and made the following main recommendations: (1)

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The all-India services, including the Indian Civil Service, Indian Police Service, Indian Medical Services, and Indian Forest Service (

save for Mumbai), to which appointments were being made and regulated by the secretary of state. (2)

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No further recruitment should be made for provincial governments, particularly in transferred fields, namely, the Indian Education Service, the Indian Agriculture Service (Civil), the Indian Veterinary Service, the

Roads and Building Branch of the Indian Service of Engineers
and Forest Service in Bombay. The personnel for these services were, further, to be recruited by the provincial governments. (3) It is recommended that promotions from the provincial services fill 20% of the superior posts. Indians and Europeans should both have an equal amount of direct hiring in order to develop a 50 : 50 cadre in around 15 years. The ratio of direct hiring for the Indian Police Service was to be 5:3 for Europeans and Indians, respectively, with the remaining 20% coming from promotions within the provincial service. It was decided that the ratios for the Indian Forest Service and irrigation would be 75 and 25 percent, respectively, with the remaining 20 percent to be filled by promotion from the provincial service. (4) The British officers should have the freedom of retirement

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on proportionate pensions if at any time the department in which they had been employed should be placed under the control of

the concerned ministers. The Lee Commission was chastised for being pro-centre and anti-provincial, as well as for maintaining the All-India Services' exceptional advantages. Additionally, the retention of All-India Services became a hotly contested topic since nationalist leaders believed it to be incompatible with provincial autonomy. With the growing demand by Indians for a more responsible government, the British government constituted the joint committee on Indian Constitutional Reform (1933–1934) to frame a new constitution for India. However, this committee did not accept the view of the Indian nationalists that the all-India services were incompatible with the concept of provincial autonomy and, therefore, should be abolished. The committee felt that it was necessary to ensure the supply of British and Indian officers of high quality for running the administration of the central as well as the provincial governments. The Government of India Act, of 1935 while granting provincial autonomy, accepted in full the recommendations of the Joint Committee. In 1946, the issue of resuming all-India services was brought to light. The issue became critical since the secretary of state for India had suspended ICS and IPS recruitment throughout the war. Due to the changes happening at the time, recruitment was unable to begin even after the war was over.

52 On October 20 and 21, 1946, Sardar Vallabh Bhai Patel, the home minister at the time, called a conference of provincial premiers to decide on the administrative structure. He said that having services available throughout the entire country would make it easier for the centre and the provinces to communicate, enforce uniform administrative standards, and keep the central government informed of current events. He further said that the provincial administration would also benefit from the wider outlook and experience of the officers of the All India services. The conference accepted the necessity of the All-India Services, which was incorporated in the Constitution prepared by the constituent assembly. 1.5 Constitutional Provisions of Civil Services The creation of all-India services did not initially have a constitutional foundation provided by the Indian Constituent Assembly's drafting committee. It was believed that laws passed by the relevant legislatures should govern them rather than constitutional clauses. Sardar Patel, however, insisted on a constitutional provision to provide a solid and enduring foundation for civil services. Although legislative acts are easily amendable, Constitution might be difficult to change. Article 308-314 in part XIV of the constitution contains provisions with regard to all India services, Central Services and State Services. Article 309 empowers Parliament and

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the state legislatures to regulate the recruitment and conditions of service of persons appointed, to public services and posts in connection with the affairs of the Union or of any state.

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According to Article 3010, every person who is a member of a defence service or of a civil service of the Union or of an all-India service or holds any post connected with defence or any civil post under the Union holds office during the pleasure of the President, and every person who is a member of a civil service of a state or holds any civil post under a State holds office during the pleasure of the Governor of the state.

This means that any Government employee may be dismissed at any time and on any ground, without giving rise to any cause of action for wrongful dismissal except where the dismissal is in contravention of the Constitutional safeguards (Art 311). Article 312 provides that the Parliament can create new all India services (including an all-India judicial service)

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if the Council of States has declared by resolution supported by not less than two-thirds of the members present and voting that it is necessary or expedient in the national interest to do

so. 1.6
Conclusion

53 Although the civil service system existed in India from ancient times, the British introduced a well- organized civil service system in India. The British separated the military and politics in order to establish a rule of law rather than a rule of force. The notion that the country was not the ruler's personal estate was applied to British officials' presence in India. It altered the power culture of the Indian Subcontinent. The high standard of educational testing and competitive examinations, efficient training, and impersonal nature of public affairs distinguished the British Empire in India. 1.7 Summing UP • Since ancient times, the Indian state has had some form of civil service. • The origins of civil service can be traced back to the Mauryan era. • During British rule, Lord Cornwallis created the Indian civil service to improve the management of the British colonies in India. • In the first phase the British Civil Service was divided into two parts- covenanted and uncovenanted. • Only Europeans (i.e., British personnel) occupied the highest positions in the covenanted public service. The uncovenanted services were the lower-level positions produced during the usual process of administration. • The Indians had no place in the public services up to the first quarter of the 19 th century. • The Charter Act of 1833 granted Indians the right to higher civil service. • After 1855, the Indian Civil Service (ICS) began to recruit individuals strictly on the basis of their merit through open competition. • In 1918, Mont-Fort report on Indian Constitutional Reforms suggested increasing association of Indians with every department of administration and examination should be held simultaneously in England and India to recruitment to the Superior Civil Service. • The Public Service Commission was established to hold examinations in India for the purpose of recruiting candidates for the All-India Services in accordance with Government of India Act 1919. • After Independence, article 308-314 in part XIV of the constitution of India contains provisions with regard to all India services, Central Services and State Services.
54 1.8 Glossary • Development- The process in which someone or something grows or changes and becomes more advanced. • Civil Service: The body of government officials who are employed in civil occupations that is neither political nor judicial. In most countries the term refers to employees selected and promoted on the basis of a merit and seniority system, which may include examinations. 1.9 Model Questions Essay Type Questions: 1. Discuss the historical Background of the civil service in India. 2. Write an essay on the Civil Service in Pre-independent India. 3. Write a note on the Civil Service in British India. Long Questions: 1. Briefly describe the concept of bureaucracy as enumerated in the Arthashastra of Koutilya. 2. Discuss the changes that took place in the civil service system after the British government took over the rule of India in 1858. 3. Evaluate the recommendations of the Lee Commission Report in 1924. Short Questions: 1. What do you mean by Civil Service? 2. Give a brief outline on the bureaucracy in Medieval India. 3. What were the recommendations of the Macaulay Committee? 1.10 Further Readings and References
55 Bhattacharya, M., & Basu, A. (2014). Indian Administration. Kolkata: World Press.
Chakrabarty, B., & Chand, P. (2012). Public Administration in a Globalizing World
Theories and Practices. New Delhi: Sage. Ghosal,

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A Study in Administrative Development. Kolkata: University of Calcutta. Maheswari, S. (1968). Indian Administrations. New Delhi: Orient Longman. Mohyuddin, Z., & Ali, M. Y. (2021). The Development of Indian Civil Service in British India: An Analysis. Journal of Historical Studies , 7 (1), 80-90. Singh, H., & Singh, P. (2011). Indian Administration. New Delhi: Pearson. Unit II Classification of Civil Services Structure 2.1 Objectives 2.2 Introduction 2.3 All- India Services 2.3.1 Recruitment to IAS and IPS 2.3.2 Need for All- India services 2.4 Central Service 2.5 State Public Services 2.6 Conclusion 2.7 Summing UP 2.8 Glossary 2.9 Model Questions 2.10 Further Readings and References
56 2.1. Objectives
After studying the unit the learners would

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be able to ➢ Understand meaning, importance and bases of the classification of services in India ➢ explain the system of classification of services in India during the pre-Independence period ➢ Know the

recruitment process of IAS and IPS ➢ Describe the present system of classification of civil services in India 2.2. Introduction A categorization in personnel administration refers to a grouping of distinct jobs according to their tasks and obligations. Classification gives the system some order and ensures that everyone who is classified together based on specific criteria is treated equally. Both civil and military activities are carried out by some officials. Therefore, civilian employment differs from military employment. Of course, both civil and military officers are a part of the state government. However, the two groups' roles are diverse, and as a result, a distinction has been made between the two kinds of officers. The Indian Constitution's Part XIV specifies various categories or types of services for India. The types and categories of services are not covered in detail in the Constitution.

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Civil services, after independence, have been categorised into three types- All India Services (IAS), Central Services and State Services. 2.3.

All- India Services All-India services are those that both the federal and state governments share. Members of these

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services are recruited and trained by the central government but are assigned to different states

for work. They work for the central government on deputation, and after their predetermined term is up, they return to their assigned state. The Central and state governments jointly control the All-India services. Despite the fact that state governments have immediate control, the central government has final say. Any disciplinary action taken against these officers can only be taken by the central government. There are three all-India services available right now. They are the Indian Forest Services (IFS), Indian Police Services (IPS), and Indian Administrative Services (IAS). The Indian Civil Services (ICS) and
57 Indian Police (IPS) were replaced in 1947 and declared by

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the Constitution to be all-India services. The third all-India service, the Indian Forest Service, was founded in 1966. The All-India Services Act,

LXII of 1951, gave the Indian government legal authority to establish regulations after consulting the State Governments appointed to All-India services. 2.3.1 Recruitment to IAS and IPS Article 312

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of the Constitution of India has constitutionalised the formation of Indian Administrative Services (IAS) and Indian Police

Services (IPS)

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but the details of their recruitment, condition of service, etc. were to be laid down by a parliamentary legislation.

So, on October 15, 1951, the Parliament approved the All-India Services Act, 1951. This Act, as revised from time to time, governs the hiring practices and working conditions for all-Indian service workers. In order to fulfil the Act's objectives, this gives the federal government the authority to create regulations after consulting with the state governments. However, a number of methods are used to recruit candidates for the IAS and IPS, including: a) Direct recruitment through the UPSC's open competitive examination; b) Promotion from among the state civil service members; c) Selection from among the Emergency Commissioned and Short Service Commissioned Officers; and d) Special Selection. But the bulk of the IAS and IPS officers are recruited by UPSC through open competitive examination. It is to be noted here that the IAS and IPS officers are recruited through a combined examination, and a separate examination conducted for the recruitment of the officers of the Indian Forest Service. But from 2013 the Preliminary Examination will be common for the candidates applying for civil services Examination and Indian Forest Service Examination, and will act as a screening mechanism for selection of candidates for civil Services (main) Examination and Indian Forest Services (main) Examination. 2.3.2 Need for All- India services The All-India services were established during British rule to provide the steel frame of colonial administration, but they were continued after independence to serve a different purpose. The following arguments for the continuation of these services under the new arrangement may be summed up:

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The All- India services promote the unity and solidarity of the country by combating parochial attitudes of the 58 states. Because the officers of these services are generally posted

in states other than their own,

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they are less susceptible to local and regional influences than officers from within the state

would be. 1. By rotating the officials of this agency between the federal government and the states, communication between the two is made easier. 2. These services attract a wide range of applicants and are highly compensated in terms of reputation and respect. As a result, they are able to recruit better individuals than governmental services can. 3. The officers of the state services would be hesitant to provide independent advise to the state ministers, whereas the members of the All India services hold the important positions in the states. 4. In some states, there is a shortage of qualified candidates for high-level positions, and the All India Service fills the need. 5. There is inadequacy of the necessary man-power for the high bracket positions in some of the states, and All India service supplies the deficiency in such cases. 6. When there is failure of the constitutional machinery in a state, the president’s rule has to be declared. In such cases it is a great help to have men

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of All India services under the direct control of the centre to carry out the president’s policies.

The All India Services have been criticised for the following reasons in addition to the merits that they have been given credit for. 1. The All India services contravene our constitution's federal principles. They work against state autonomy. As a result of the Lee Commission's 1924 recommendations, the dissolution of the majority of the Imperial services was taken into consideration. Although the centre is currently a democratically run organisation, serious issues could develop if other political parties control both the federal government and the states. 2. Since the central government, which establishes the state cadre of such services and has authority over them, recruits and trains the members of the All India Services stationed in the states, the concept of ministerial responsibility is broken when services are not under the minister's authority. 3. Opposition to All India services is also motivated by regional loyalties. While some states receive more than their fair share of All India services, others receive less. The setting of regional or state quotas based on population for the All India services was demanded as a result of this head.

59 4. It is also said that officers from outside the state find it difficult to understand the issues facing the people they work with and get their cooperation because they are unfamiliar with their languages and environments. Therefore, it is required that the recruits assigned to a state be its residents. 2.4. Central Service: The central civil services, which are entirely controlled by the central government, are chosen to manage the responsibilities given to the Union government by the Indian Constitution. According to the varying responsibilities of the work done and the necessary qualifications, the central civil service is divided into four classes or groups. In general, such classification is based on the pay scales associated with these positions. The names of these four groupings are Group-A, Group-B, Group-C, and Group-D. At present there are 60 group-A Central services. Some of them are Archaeological Science, Botanical Survey of India; Central Engineering Service; Central Information Service; Central Electrical Engineering Service; Central Health Service; Central Legal Service; Central Revenues Chemical Service; Central Water Engineering Service; Central Secretariat Service; General Central Service; Geological Survey
of India; Indian Statistical Service; Indian Economic

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Service Indian Audit and Accounts Service; Indian Defence Accounts Service; Indian Foreign Service; Indian Inspection Service; Indian Meteorological Service; Indian Postal Service; Indian Posts and Telegraphs Traffic Service; Indian Revenue Service; Indian State Service;

Indian Supply Service; Mercantile Marine Training Ship Service; Mines Department; Overseas Communication Service; Survey of India; Telegraph Engineering Service; Zoological Survey of India; Railway Inspectorate Service; ; Telegraph Traffic Service and Railway Personnel Service. Most of the above cadres of Group-A Central Services have also corresponding group-B services. The group-C Central Services consist of clerical personnel while group-D consists of manual personnel. Thus group A and group B comprises gazette officers while group C and group-D are non-gazette.
2.5. State Public Services
60 In India, each state has its own public services, which are chosen by State Public Service Commissions or other authorities. The employees of state agencies are solely subject to the control of the state government

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which is concerned with the administration of state subjects such as agriculture, education, forest, health, planning, police, etc. The

number of services differs from state to state. Services like the civil service, police service, forest service, judicial service, educational service, and sales tax services are provided to all states. The Indian Administrative Service and Indian Police

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Service as well as the state services occupy the higher posts in the state administration.

Similar to the central services, the state services are divided into four categories: Class I (group A), Class II (group B), Class III (group C), and Class IV (group D) based on work and qualifications. Furthermore, state services are divided into two categories: gazetted and non-gazetted. The majority of the time, Class I (group A) and Class II (group B) services are gazette classes but Class III (group C) and Class IV (group D) services are not. For purposes of appointment, transfer, promotion, and recruiting, the Government Gazette publishes the names of members of the gazetted class; non-gazetted class members' names are not published. Furthermore, members of the gazetted class have various advantages that members of the non-gazetted class do not have. Also the members of gazetted class are called officers while those of non-gazetted class are called employees. According to the all-India services Act of 1951, promotions of officers working for the state services are required to fill senior positions in the

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Indian Administrative Services (IAS), Indian Police Services (IPS), and Indian Forest

Service that do not exceed 33.3%. Such promotions are carried out on the advice of a UPSC member or the selection committee established in each state for this purpose. 2.6. Conclusion A proper and systematic classification of personnel in government is very essential for the management of civil service in modern India. The USA, Japan, Canada etc. have adopted the system of position classification, while UK, India Pakistan etc. have adopted the system of rank classification. The basis of the rank classification system is the rank and the personal status of the incumbent. Each employee is placed in a particular class. The present classification system is criticised mainly on the ground that it promotes class consciousness which is not conducive to the efficient, smooth and harmonious functioning of the civil service. 61 2.7. Summing UP ➢ Classification gives the system some order and ensures that everyone who is classified together based on specific criteria is treated equally. ➢

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Civil services, after independence, have been categorized into three types- All India Services (IAS), Central Services and State Services. ➢

All-India services are those that both the federal and state governments share. ➢ There are three all-India services available right now. They are the Indian Forest Services (IFS), Indian Police Services (IPS), and Indian Administrative Services (IAS). ➢

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The All- India services promote the unity and solidarity of the country by combating parochial attitudes of the states. ➢ The

central civil services, which are entirely controlled by the central government. ➢ The employees of state agencies are solely subject to the control of the state government which is concerned with the administration of state subjects. 2.8. Glossary Classification:

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In personnel administration classification means a grouping of various positions on the basis of their duties and responsibilities.

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Classification brings some orderliness into the system and makes for uniform treatment of all the people who are grouped together on certain criteria.

All-India Service Act 1951: This Act was enacted on 29 th October, 1951
to

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regulate the recruitment, and the conditions of service of persons appointed, to the All-India Services common to the Union and the States.

According to this law

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the Central Government may, after consultation with the Governments of the States concerned, [

including the State of Jammu and Kashmir [and by notification in the Official Gazette]] make

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rules for the regulation of recruitment, and the conditions of service of persons appointed to an All-India Service.

UPSC: The Union Public Service Commission, commonly abbreviated as UPSC, is India's premier central recruitment agency for recruitment of the entire Group 'A' officers under Government of India.
62 2.9. Model Questions Essay Type Questions: 1. Critically evaluate the present system of classification of civil service in India. 2. Point out the arguments for the continuation of the Indian Civil Service after Independence. 3.

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What are the types of the classification of services? Discuss their features.

Long Questions: 1. Write a short note on All India Civil Services in India. 2. Give an outline of Central Services in India. 3. Write a brief remark about State Civil Services in India. Short Questions: 1. What do you understand by classification? 2. Discuss the criticism against the All-India services in India 3. Write about how an IAS recruits. 2.10. References and Bibliography Bhattacharya, M., & Basu, A. (2014). Indian Administration. Kolkata: World Press.
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Unit III Generalists and Specialists Structure 3.1 Objectives 3.2 Introduction 3.3 Meaning of Generalists and Specialists 3.4 Relation between Generalists and Specialists

Administrators in India 3.4.1 Areas of controversy 3.4.2 Arguments in favour of Specialists and Generalists 3.5 Attitude of Political Leaders on the Position of Generalists and Specialists 3.6 Recommendations of Administrative Reforms Commission 3.7
Conclusion 3.8 Summing UP 3.9 Glossary 3.10 Model Questions 3.11 Further Readings and References 1.11 3.1 Objectives
The present unit will help the learners: • To understand the meaning of generalists and specialists. • To distinguish between general administration and functional administration in the public service. • To describe the role of generalists and specialists in public service.

64 • To explain the controversy between the generalists and specialists. 3.2 Introduction In the government, there are two major functional categories: generalists and specialists. They are essential in the formulation of policies, their implementation, and in providing advise to political leaders. The nature of modern administration has become more specialised, necessitating the use of various kinds of staff with the requisite abilities, expertise, and characteristics. Although both of these types of functionaries are required in modern organisations, the debate between them has existed for ages and is today one of the most hotly debated topics in public administration. 1.12 3.3 Meaning of Generalists and Specialists A general civil servant does not possess any specialist or technical education. Recruitment of a general administrator is done on the basis of general educational qualifications and is open to all candidates who possess the minimum required educational qualification irrespective of the subject studied in the university. In its common usage, the term "generalist" refers to an all-around individual who takes pride in his versatility rather than having a particular speciality. He is also a versatile individual who is required to perform each task equally well as a specialist.

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According to L.D. White, "general administration is understood to mean those duties which are concerned with the formulation of policy; with the coordination and improvement of government machinery, and with

the general management and control of the departments.' It assumes that

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a generalist administrator is concerned with all types of administrative processes performs the POSDCORB functions which are planning, organizing, staffing, directing, coordinating, reporting, and budgeting.

Presthus, considers 'a generalist is an amateur administrator who has received an education in linguistics, poise and leadership, good intuitive judgment, the proper feelings, and a broad background rather than in highly specialised knowledge and skills. In India services of generalists includes Indian Administrative Service, Indian Revenue Service, Indian Police Service, Indian Foreign Service, Indian Portal Service, Indian Audit and Account Service, Central Secretariat Services and so on. The generalist services again fall into two groups- the first group consisting of functional services and the second consisting of the generalist administrative service. Each one of the functional services like Police, Income Tax, Central Excise, Audit and Accounts has a well defined functional area. On the other hand the administrative service which has been primarily organized for district administration, does not have well defined functional areas beyond the district level.

65 On the other hand, a specialist is an expert who has devoted time and study to a special branch of learning and has acquired specialised expertise in tackling problems in particular subjects or areas. As a result, he is not an all- rounder like a generalist.

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Specialists in government are those who are recruited to posts for which

specialist, technical and other professional qualifications are essential. In India, specialists services include the Centre Health Service, Indian Meteorological Service, Indian Economic Service, Indian Statistical Service, Indian Forest Service, and Centre Engineering Service, and so on. 1.13 3.4 Relation between Generalists and Specialists Administrators in India

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In rendering advice to the political executives, policy-making and in implementation of policies the

generalists and specialists servants play complementary roles. But for a long time, a controversy has been raging among administrators and scholars alike regarding the position and the role of the general administrators and functional specialists in the public service. In his article 'Generalists versus Specialist' A D Pandit pointed out that 'the generalist-specialist controversy has raised its head from time to time in Britain and countries which were formerly governed by the British and have retained either intact or with modifications, institutions and procedures of British origin, such as parliamentary democracy and a civil service recruited on merit'. Conflicts arise either from the perceptions of each about the role of the other or from differences in their occupational backgrounds. The thorny issue in the controversy is whether, in a democratic set up, the policy formulation should be done by the generalist-administrator or the specialists.

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The controversy between these two groups of functionaries is however age-old and still one of the fiery fought out issues of Public Administration.

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The heritage of the generalist being always at the top of administration can be traced back to the administrative philosophy of 19

th century England. In 1854, the British Northcote-Trivelyan Committee Report recommended a superior position for the members of the British administrative class (generalists) and a subordinate position for the members of the technical (specialists) services. Influenced by the British Northcote- Trivelyan Committee Report on the Indian Civil Service in 1854 also recommended the same position in India too. But in 1968, the Fulton Committee Report looked into this issue in light of the new circumstances and suggested giving professionals a better standing, a bigger responsibility, and professionalising higher civil services in Britain. However, despite a slight improvement in the standing of specialists, generalist domination continued to exist in this country.

66 Inspired by the British administrative philosophy, similar recommendations were made for corrective action in India by the Administrative Reforms Commission from 1966- 1970, the Estimates Committee of Parliament, and the Second Pay Commission from 1957 -1959. The current Indian administrative system is mostly dominated by generalists, in which policy-making and top administrative posts are occupied by generalist administrators belonging to the IAS of the government. He is the boss of many specialists working in those departments. The IAS has established itself as the elite corps in charge of filling important positions close to the President and Prime Minister, as well as other higher-level positions in charge of coordinating cabinet policies, managing hiring, training, and disciplinary procedures for the upper levels of the civil service. For instance, the IAS is the boss in the home ministry even though the Director General of Police hails from the IPS. A collector is an IAS who, in addition to the DSP or City Police Commissioner, performs magisterial duties of maintaining law and order. Similarly, the Director of Medical Education, the director of Technical Education, the Director of Higher Education, the Conservator of Archives, etc. are all technical and specialist officers who are answerable to the generalist IAS Secretaries in their respective ministries. The technical departments like Mines, Coal, Steel, Labour, Communications, Electricity, Information & Broadcasting, Defense, etc. are headed by IÁS officers, sidelining the specialists in those areas. This pattern of IAS paramountcy is also found in state and local governments. John J. Hebal considers that, 'problems between generalists and specialists began to arise as soon as specialisation developed in Indian administration, certainly by the late Nineteenth Century.' However,

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this predominance of generalists in administration led to discontent which has gained momentum in recent years. In

several states of India, this controversy has been carried to the streets in such a severe manner that it has led to a complete breakdown of communication between the members of the IAS representing the generalist and the electrical engineers, representing the specialist. 1.14 3.4.1 Areas of controversy In the administrative system, the following issues are at the centre of the journalistic and expert disagreement. 1. The majority of top posts for policy formulation and consideration levels in the union and State governments are reversed for the members of IAS. In the other words, entry into these top posts is usually denied to the specialists. At the district level,

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the District Collector who is the head of the district administration is a

generalist civil servant per excellence. Not only that, the key posts at the regional level like Divisional Commissioner, Command Area Development Commissioner, and others, are manned by generalists.. 2. The pay and service conditions, including promotions, are more appealing and advantageous than those of the specialist. Generalists have a better and faster chance of changing into promotion than specialists.
67 3. Generalists have a larger range of inter-organizational mobility than specialists do. The IAS officers switch across departments, going from one to a municipal or public enterprise and vice versa. The specialists only move within their specific administrative divisions or departments. 4. The IAS officers who regarded the specialists as their subordinates do not give much consideration to the advice, proposals, and ideas of the professionals. 5. Generalist IAS officials evaluate and appraise the specialist's performance. 1.15 3.4.2 Arguments in favour of Specialists and Generalists Specialists argue that generalists are unsuitable for all policy-making positions due to a lack of professionalism and adequate knowledge. A developing country like India requires a scientific perspective, not an administrative one; specialists regard IAS generalists as rule-followers who lack the scientific temper that planned development requires. The policies that the generalists have formulated are unrealistic because they are not fully aware of the challenges that the specialists face in the effective implementation of policies. Administration in the

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future is going to be characterized by new developments in the fields of science and technology, social and behavioural sciences, decision-making, human relations in administration etc. Each of these areas

requires
professional intervention. On the other hand, the generalists believe that, while the technical soundness of a scheme can only be determined by specialists, mere technical soundness is insufficient. It is argued that a scheme should be examined from a variety of perspectives, including its financial and legal implications, administrative feasibility, political justifiability, and whether it is acceptable to Parliament and the public. The generalist contends that they are in a better position than specialists to perform higher management level jobs because they have broader and richer experience, ability, and caliber. Generalists are also influential in the problem-solving arena. Because the majority of important techno-professional work in government has become interdisciplinary, a single

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arbiter in the form of a generalist administrator is required to articulate a rational, cost-effective,

and most beneficial alternative solution. Furthermore, they serve as a bridge between an amateur minister and a specialist, between pressure groups and the public interest, and between citizens and the government. 3.5 Attitude of Political Leaders on the Position of Generalists and Specialists India's political leadership was opposed to the IAS being placed in a pivotal position in comparison to technical personnel. In 1956, the President of India observed, "I see no reason why technical personnel should not be treated at par with administrative personnel and technical services should not be given the same emoluments

68 and advantages as the country's administrative services. In 1960, Jawaharlal Nehru stressed the importance of technocrats and scientists in the development of modern India, saying, "While our administrative services are generally good, it is wrong to think that people in the administrative services belong to some upper strata of society where others cannot reach. An engineer can work as an administrator, but an administrator cannot work without engineers because he does not know the job at all'. In 1967, the then Prime Minister, Mrs. Indira Gandhi, on the eve of a convocation address at the university of Roorkee emphatically asserted, "It is odd that the greatest doctors and engineers in the country who could be rated as the leaders of the profession and who save lives and add permanent assets to the nation can rarely hope to receive the pay or status of secretaries of minister. The brightest of our young men and women choose engineering and medicine. If they happen to go into government, they are very soon overtaken by the general administrator. This must change, and I am trying to change it. The administrative system must reflect the individual's contribution to human welfare and economic gain'. In our country, certain measures have been taken to reduce the controversy between generalists and specialists. In 1948, the Central Secretariat Service was created, which gave rise to a separate cadre of permanent secretariat officers. The Indian Economic Service, Indian Forest Service, and India Statistical Service have been created exclusively for specialists. The Planning Commission, the UGC, the Department of Atomic Energy, the Department of Space and Electronics, and the Department of Science and Technology are all led by scientists as secretaries or chairmen, as the case may be. Giving experts the ex-officio rank of Joint/Additional Secretary to the Government is another experiment that has been tried to give them their due respect in the areas of policy-making and administration. The majority of posts on the planning commission have been filled by specialists. 1.16 3.6 Recommendations

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of Administrative Reforms Commission Specialists were rarely promoted to the positions of secretary in the central or state governments

prior to

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the release of the Administrative Reforms Commission's report on Personnel Administration (

April 1969). In addition, IAS members are also appointed as heads of departments in state government, with the exception of police and engineering,

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including technical ones like agriculture, animal husbandry, sales tax, etc.

There are wage disparities between the IAS and other services, which exacerbates the resentment among employees of specialised departments like Indian Audit and Accounts, the

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Railways, etc. at the federal level and agricultural, engineering, and other services at the state

level.

69 In relation to the Generalists-Specialists debate, the Administrative Reforms Commission in 1969 made some recommendations, such as –i) All current services in the Government of India should be regrouped into eight functional categories so that the IAS shall no longer be a generalist but shall have a purely functional role of revenue administration. ii) Senior management posts may be selected from all relevant sources, the generalists and the specialists' iii) A rational pay structure should be adopted. iv)The practise of appointing generalist secretaries as part-time or full-time Chairmen or managing directors of public enterprises should be discontinued. 1.17 3.7 Conclusion Since India's independence, there has been conflicting between professionals and generalists in the civil service, and this rivalry has prevented the effective administration necessary to provide the infrastructure for social, economic, and political progress The sooner we allow experts to perform their legitimate functions, the more professionally public administration will function. The generalist nature of bureaucratic recruiting in India needs to end as soon as possible. The French approach should be adopted here. In France, top bureaucrats are chosen based on their specialised understanding of the subjects they would be tasked with handling. They are assigned to departments based on their areas of expertise. On the basis of their knowledge, they make a positive contribution to that department, and in the process, they amass enough expertise and experience there to warrant promotion. They are being appointed to the top policy-making roles or generalist positions when they reach seniority, accumulate sufficient experience, and have a mature and broad outlook to appropriately position their department's work within the entirety of governmental operations. 1.18 3.8 Summing UP • In the government, there are two major functional categories: generalists and specialists. • Like Britain in India there are controversies between them. • Reservation of top posts for generalists, unequal service conditions, treating specialists as their subordinates by generalists are the main issues of the controversy. • The specialists argue that a developing country like India requires a scientific perspective, not an administrative one. While generalists pointed out that technical soundness is not enough for formulation of any government scheme. It is crucial to examine a plan from a number of angles, including its financial and legal ramifications, administrative viability, political justifiability, and whether it is supported by Parliament and the general public.

70 • A number of political leaders consider that there would be equal hierarchy between generalist and specialist. • Administrative Reforms Commission (1969) tries to reduce the gap through its recommendations. 1.19 3.9 Glossary Generalists: a person whose knowledge, aptitudes, and skills are applied to a field as a whole or to a variety of different fields. Specialists: A specialist is a person who has a particular skill or knows a lot about a particular subject. Controversy: Controversy is a lot of discussion and argument about something, often involving strong feelings of anger or disapproval. 1.20 3.10 Model Questions Essay Type Questions: 1. Describe the issues that have caused conflict between administrative generalists and experts. 2. Describe the function of specialists in the administrative field. 3. What justifications do the generalists offer for their privileged position in administration? Long Questions: 1. What are the Administrative Reforms Commission's suggestions about generalists vs. specialists? 2. What are the Administrative Reforms Commission's recommendations for specialised services? 3. Briefly discuss the relation between generalists and specialists. Short Questions: 1. What do you mean by generalists? 2. What do you mean by specialists? 3. What are the specialists' arguments in support of their administration position?

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72 Concept of Representative Bureaucracy Structure 4.1 Objectives 4.2 Introduction 4.3 Meaning of Representative Bureaucracy 4.4 Conditions for Representative Bureaucracy 4.5 Democracy and Representative Bureaucracy 4.6 Type of Representative Bureaucracy 4.7 India and Representative Bureaucracy 4.8 Criticism against Representative Bureaucracy 4.9 Conclusion 4.10 Summing up 4.11 Glossary 4.12 Model Questions 4.13 Further Readings and References 1.22 Objective The present unit helps us: • To explain the meaning of representative bureaucracy • To know the necessary conditions for representative bureaucracy • To evaluate the role of representative bureaucracy in democracy • To point out various criticism against representative bureaucracy 1.23 Introduction The modern state cannot function without bureaucracy. It has a long history because it can be traced back to ancient writings from the Chinese, Greek, Roman, Egyptian, and Indian civilizations. The modern form of bureaucracy is the development of the 20th century. After World War II, bureaucracy firmly established
73 itself in every state. Representative bureaucracy is concerned with both the structure of the bureaucracy and the effects that representation has on the formulation and execution of policy. 1.24 Meaning of Representative Bureaucracy Representative bureaucracy is a form of representation that captures most or all aspects of a society's population in the governing body of the state. The term "representative bureaucracy" is widely given to J. Donald Kingsley's 1944 book Representative Bureaucracy, and since then it has gained popularity through the discussions of a few American scientists and British sociologists. Kingsley argues in his book that the English bureaucracy needed to "liberalise social class selection" because of the "dominance of social, political, and economic elites inside the British bureaucracy," which he says led to policies and programmes that did not serve the needs or interests of all social classes. In order to address this problem, Kingsley claims that "representative bureaucracy is important since there must be at least some administrators sympathetic to the programmatic objectives of the prevailing political party." Literally, representative bureaucracy means a civil service in which every economic class, caste, region or religion in a country is represented in exact proportion to its numbers in the population. In practice, its American proponents interpret it less literally to mean a bureaucracy drawn ‘from all social, racial and religious groups on the basis of ability' -but not necessarily in exact numerical proportion to produce 'a copy of the total society. According to the widely accepted notion of representative bureaucracy, diversity in the public workforce, particularly in terms of traits like colour and ethnicity, will aid in ensuring that varied groups' interests are represented in the processes of policy formulation and implementation. The idea holds that a bureaucrat's social and demographic background shapes their socialisation experiences and the formation of attitudes, beliefs, and opinions that ultimately influence their decisions on policy matters. As a result, the idea contends that when the bureaucracy reflects the populace, policy choices will generally reflect the populace's interests. A central theme of representative bureaucracy is the assumption that passive representation will lead to active representation, whereby bureaucrats act purposely on behalf of their counterparts in the general population. Therefore, a representative bureaucracy serves to make bureaucracy accountable by acting in accordance with the values of the general public and generating policy outcomes that are comparable to those generated if the entire population participated.

74 1.25 Conditions for Representative Bureaucracy Meier and Stewart (1992) propose three necessary conditions for representative bureaucracy: First, public administrators must have discretion in the decision-making and policy implementation process. Second, these bureaucrats must exercise this discretion in a policy area that has important implications for the group they represent. Finally, in order to ascertain a connection between the demographic backgrounds of bureaucrats and policy outcomes, these administrators must be directly associated with the decisions they make. Van Riper makes it clear that a representative bureaucracy must "(1) consist of a reasonable cross-section of the body politic in terms of occupation, class, geography, and the like, and (2) must be in general in tune with the ethos and attitudes of the society of which it is part. 1.26 Democracy and Representative Bureaucracy The notion of representation is central to both democratic principles and Weberian bureaucracy. According to Weber (1968), a stable, democratic government requires legitimacy and the representation of the governed. Legitimate representation entails the values of speaking up for and taking action on behalf of others. Scholars of representative bureaucracy have long argued that the decisions made by bureaucrats influence their own values and attitudes. According to representative bureaucracy theory, a demographically representative bureaucracy will develop policies that substantively represent the attitudes and wants of the public. Representative bureaucracies can promote democracy in various ways. As a number of scholars have pointed out, representation makes bureaucracies more responsive to the body politic, and can also increase government accountability. 1.27 Type of Representative Bureaucracy Various types of representation have been identified in studies of representative bureaucracy, such as passive, active, and symbolic representation. Passive representation happens when the demographics of bureaucratic agencies reflect those of the broader population. Several studies have shown that passive representation can be an indicator of diversity gains as well as a measure of the enfranchisement of diverse

75 communities. For an agency to be regarded as really representative, this variety must reflect the racial and ethnic diversity of the general population. Passive representation can help governmental entities appear more genuine by demonstrating a commitment to access to power and equal opportunity. Communities with different demographics may even feel "enfranchised" when a glaringly diverse bureaucracy works for them. As a result, passive representation serves a symbolic function. Passive representation examines if the bureaucracy's demographics are representative of the general public or whether women and minorities are underrepresented in governmental organisations. The idea of active representation, which allows bureaucrats to advocate for the needs and interests of their counterparts in the general population, was developed by Mosher in 1968. Almost solely, active representation concentrates on how representation influences the formulation and application of policy. Active representation, in particular, implies that bureaucrats would transform ideals resulting from comparable demographic origins into programmes, policies, and judgments that benefit clients with similar demographic origins. According to Meier (1975), there are three conditions which underpin active representation: (1) bureaucracies formulate and implement policy; (2) bureaucrats are able to exercise discretion within the parameters of political control and legal constraints, and (3) bureaucracies confront wider issues of responsibility and legitimacy in democracies. A gendered policy is one that adversely impacts women as a class or group, according to Keiser et al. (2002). Additionally, a female bureaucrat will act in the interests of women, so the gender of the bureaucrat is significant in the connection between citizen and bureaucrat. Numerous studies have shown that female bureaucrats actively represent women as a class in policy issues involving gender. Until about a century and a half ago, the highest positions in government and administration in all countries were held by people from a numerically limited upper class, regardless of whether the social organisation was feudal, mercantile, or semi-industrial, and the type of government was parliamentary, monarchic, or aristocratic. This was made acceptable by the notion that those in the upper class have certain skills. In the 18th and 19th centuries, it was replaced by a performance-oriented style of reference for two reasons. The first was the general growth of rationalism in Europe from the Renaissance onwards and its increasing influence in the late 18th century. In such a climate, it appears rather indefensible to ascribe abilities where they could be tested for by performance. The second reason was the patent failure of 'ascribed' groups in some European countries to deliver the goods. The most important historical feature, from our point of view, of this replacement of ascription by performance testing was that it coincided in time with the spread of democratic institutions.

76 1.28 India and Representative Bureaucracy There are several different ways in which the Indian public service system displays representative quality. There is no barrier for people of diverse regions, castes, and creeds to enter government services. Gender discrimination does not exist. There is no preference for those with a specific educational background that would ease their entry into civil services. However, the minimum and maximum age requirements to join the Indian civil service are 21 and 28 respectively. No more than three attempts may be made. Indian society is composed of different castes, some of which are scheduled in the Indian Constitution. The rich and powerful sections of Indian society deprived them of their due for a very long period in the past. India is inhabited by a large number of tribal people who have yet to join the mainstream of society. Modern culture has not made inroads among the tribes. These have also been given a privilege in terms of the reservation of seats for entry into the civil services. Then there are people known as OBCs or other backward castes, a part of society that has not shared the advantages of growth for one reason or another, and in order to bring them on equal footing, they have been granted the privilege of reservations in admittance to civil services. Reservations are also available for people with disabilities and migrants from nearby nations who are struggling economically and socially. These groups are given a total of 50% of the seats available for recruitment to the IAS and central services. This reservation ranges from 50 to 69% for the various provinces of the Indian Union. It was stated that Indian society was more rigidly divided into caste and religious groupings than economic classes, but these divisions were based on birth and had a greater impact on their members than class. The rationale for equal and proportionate representation of each caste and religious group was based on the possibility of recruits' sectional sympathies or even sectional loyalty causing harm to underrepresented groups. The danger was perceived as being much more real in late 19th and early 20th century India than elsewhere for two reasons: (1) India had a purely bureaucratic form of government with little democratic control, and (2) being a civil servant meant having more power than other people, power that could be used and was frequently claimed to be used by the administrator in favour of one's community. There was a compelling argument made in favour of distributing the two rare commodities of power and security in a more equitable—that is, proportionate—manner.

77 1.29 Criticism against Representative Bureaucracy Despite being well-designed, the representative bureaucracy hypothesis has four serious shortcomings. Firstly, all theorists start with the premise that traditional safeguards against administrative abuse— including judicial review, executive hierarchy, legislative budgeting, and oversight—are ineffectual. In view of Van Riper's claim that the federal bureaucracy is remarkably responsive, this assumption is particularly interesting. The claim that political controls are insufficient is typically refuted by pointing out that they are inefficient at stopping a determined administrator from misusing his authority since they are burdensome, rarely employed, and infrequently deployed. However, the efficiency of conventional political restrictions is an empirical issue that has never been thoroughly investigated. When external controls are ineffective, representative bureaucracy is offered as a method of democratic control. The requirement for a representative bureaucracy is reduced if such restrictions are sufficient. Secondly, the careful theorist rejects a bureaucracy representative in terms of current occupation and education because he demands expertise in government. Rigidly interpreted, the theory requires representativeness in terms of values, but failing that, the father's occupation, social class, region, and place of birth are substituted. But, as Mosher admits, we know very little about the relationship between a man's background and the values he presently holds. In short, instead of measuring representativeness directly, we are forced to use secondary variables with unknown linkages. The third critical point is the contention that socioeconomic characteristics determine values. Assuming that this is indeed true creates two additional complications arise. First of all, socialisation is a process of learning, and as such, it does not end when a bureaucrat joins the civil service at age 21. Orville Brim asserts that socialisation in childhood cannot adequately prepare a person for all the duties that would be demanded of him in later life. The process of socialisation is ongoing and "developmental in nature," building on past attitudes and skills to serve as a foundation for later, more difficult learning. Post- childhood socialisation differs from early childhood socialisation in that it places more emphasis on overt conduct than on motivation, on skills and knowledge, on the synthesis of prior knowledge rather than on the acquisition of new knowledge, and on realism, conflict resolution, and specificity. Second, compared to a randomly chosen group of people with the same familial social traits, government officials, especially upper-level civil servants, differ dramatically because they have a high rate of upward mobility. Over 90% of higher-level civil officers are professionals, and many of them are descended from farmers and other low-skilled workers.

78 The final criticism of the representative bureaucracy theory is the claim that the bureaucracy as a whole must be broadly representative of the American people. This is a misconception because the bureaucracy as a whole does not make any decisions; the individual agencies and bureaus and their dominant coalitions are the key elements. Every bureau, department, and agency, then, must be representative of the people for the theory to hold, or decisions made at this level must be appealable to a bureaucracy that is representative. It is not sufficient to be able to appeal to a political arm of the government such as Congress, a congressional committee, or the President because, as Long has argued, they are highly unrepresentative. In addition, it is not necessary for the entire bureau to be representative of the American people because the important decisions are centred at the top of the bureau. 1.30 Conclusion Thus, the core argument-stated differently in different contexts-is that bureaucrats take their class attitudes and prejudices into their official life, and that only when all classes (or castes) are properly represented in the civil service can their various demands and interests be given full attention. 1.31 Summing UP • Representative bureaucracy is a form of representation that captures most or all aspects of a society's population in the governing body of the state. • Representative bureaucracy serves to make bureaucracy accountable by acting in accordance with the values of the general public and generating policy outcomes that are comparable to those generated if the entire population participated. • Representative bureaucracy is classified mainly into two types- passive representation and active representation. • The Indian civil service has ensured representative bureaucracy as there is no barrier for people of diverse regions, castes, and creeds to enter the government services. 1.32 Glossary • Representative: a system of administration based upon organization into bureaus, division of labour, a hierarchy of authority, etc: designed to dispose of a large body of work in a routine manner.
79 • Representative Bureaucracy: Representative bureaucracy is one in which the ratio of each minority group in a particular government agency equals that group's percentage in the population in the area served by that office. • Passive: used to describe someone who allows things to happen or who accepts what other people do or decide without trying to change anything. • Active: very involved in the work of an organization or with a particular activity 1.33 Model Questions Essay Type Questions: 1. Write a note on the various types of representative bureaucracy. 2. Discuss the nature of representative bureaucracy in India. 3. Point out various criticisms against representative bureaucracy. Long Questions: 1. Explain the significance of representative bureaucracy in democracy. 2. Discuss the necessary conditions for representative bureaucracy. 3. Evaluate the role of representative bureaucracy in democracy. Short Questions: 1. Define representative bureaucracy. 2. Mention the various conditions for representative bureaucracy. 3. Discuss the relation between democracy and representative bureaucracy.
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81 5.1 Objectives 5.2 Introduction 5.3 Major Responsibilities of Civil Servants in British India 5.4 Major Responsibilities of Civil Servants in Independent India 5.4.1 Policy Making and Implementation 5.4.2 Serving the government 5.4.3 Providing Welfare and Protective Services to the People 5.4.4 Connecting Bridge between State and the Society 5.4.5 Developmental Function 5.4.6 Administrative Adjudication: 5.5 Major Criticisms of Indian Civil Services 5.6 Conclusion 5.7 Summing UP 5.8 Glossary 5.9 Model Questions 5.10 Further Readings and References 5.1 Objectives • The study provides a clear understanding of the importance of civil service in democracies. • The study aids in understanding the primary duties of civil servants in British India. • The study assists in analysing the key functions of civil servants in India. • The study contributes to a better understanding of the various obstacles to India's civil service's performance. 5.2 Introduction

82 All governments need some sort of administrative infrastructure to carry out their objectives. Hence, the civil service is the basis of a government. Theoretical studies have established that a well-operating civil service promotes sound policymaking, efficient service delivery, accountability, and responsibility in the use of public resources—all of which are key components of good governance. The primary goal of the civil service is to improve the administrative ability to carry out crucial governmental tasks. In the modern administrative state, public administration has become so significant that our development, upliftment, and progress depend mainly upon the efficient functioning of civil services. Lord Cornwallis is renowned as the "Father of Civil Services" in India for reforming and organising the civil services. In India, a civil service official is a servant of Indian society who is appointed on the basis of merit in the Civil Service Examination conducted by the Union Public Service Commission. 5.3 Major Responsibilities of Civil Servants in British India Maintaining law and order and fostering the growth of the colonial economy were the primary goals of the Indian administration in the years before independence. Our government was largely a police and judicial system for the protection of life and property, as well as a simple transportation and communication infrastructure for the export of raw resources to England. Additionally, it implied some form of industrial and trade control to safeguard British trade. It adopted a non-interventionist approach to social issues. The Indian Civil Service, which was a centralised and well-integrated hierarchy of permanent officials, served as the primary agency for carrying out these tasks. Its primary duties were regulatory, which did not require any technical expertise or creative or entrepreneurial thought. A government servant had no choice but to obey the rules and precedents in making decisions regarding all matters that came before him because all of its activities were bound by predetermined rules and regulations. 5.4 Major Responsibilities of Civil Servants in Independent India However, independence has; brought about political changes of such a far-reaching character that they have completely transformed the character and role of our civil service. The state is now responsible not only for fulfilling the needs of the citizens but also for owning a large portion of the national resources. It

83 owns our vital mineral and oil resources, manufactures steel and heavy machinery, generates and distributes electricity, owns and operates all modes of transportation, plans new towns and industries, and has significant influence over agricultural growth. In fact, our state now has quite broad powers of direction and control over our entire economic existence. In such a dynamic environment, the function of the civil servant has become more creative than a sedative and more positive than destructive. It performs the following functions in independent India: 5.4.1 Policy Making and Implementation Due to their administrative expertise, they are the “think tank” of the government. The civil servants, by virtue of their knowledge, experience, and understanding of public affairs assist the ministers in formulating policies and are responsible for implementing these policies. They collect data and information related to core issues. They assist in identifying major policy areas such as preparing major policy proposals, analysing various alternatives and solutions to societal problems requiring urgent attention, dividing the major policies into sub-policies, determining programmes of action; and suggesting modifications to the existing policy on the basis of its experience on the implementation front. It is also the responsibility of the civil servants to check the feasibility of the proposals in relation to the constitutional provisions. The civil service investigates the topic under consideration for policy development; it develops and reframes policy recommendations while keeping in mind viability, future prospects, available resources, acceptability, and so on. The civil services are also responsible for analysing policy recommendations in accordance with the requirements of the Constitution, the laws enacted by Parliament, and other existing rules and regulations. In this approach, the civil services contribute to the development of solid and effective policies. 5.4.2 Serving the government Serving the government that has been chosen by society is the main duty of civil service executives. No matter whether a political party is in control, civil services must provide the same standard of free, frank, impartial, and responsive advice as well as the same degree of professionalism in the administration and implementation of services, policies, and programmes.

84 5.4.3 Providing Welfare and Protective Services to the People As a welfare state, governments must carry out significant functions, including distributing social services, supplying necessities, and performing as managers of important industries, a controlling and regulating of private economic businesses and pursuits. Naturally, this has raised the significance of civic service. The survival and progress of human beings depend on the proper enforcement of laws against lawbreakers. Civil servants protect

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the lives and property of the people by maintaining law and order.

People's welfare services including social security, old-age pensions, welfare of the weaker parts, poverty reduction, and so on, are being appreciated in the management in India by civil servants. 5.4.4 Connecting Bridge between State and the Society As one of the foremost agents of governance, the Civil Services form the connecting bridge between the state and society. The majority of government initiatives are overseen and carried out solely by civil officials, who work diligently to address citizens' problems as soon as possible and build trusting relationships with them. Hence, they assume importance, particularly in terms of eliminating the gulf between the expectations of the electorate and the outcomes of government initiatives. 5.4.5 Developmental Function Civil servants establish appropriate development goals and priorities in areas such as education, health, communications, and others in order to achieve economic development and welfare state goals. They also develop and carry out appropriate development strategies and programmes for the advancement of the nation. Additionally, the civil services perform a variety of developmental duties, such as closing the digital divide and promoting commerce, industry, and innovative agricultural methods. The civil service manages government-owned businesses, industrial enterprises, and public utility services. 5.4.6 Administrative Adjudication: The civil services also perform quasi-judicial services by settling disputes between the state and the citizens.

For this purpose, the Administrative Tribunals with civil servants as judges are established. The Income Tax Appellate Tribunal, Industrial Tribunals, and Railway Rates Tribunals are some of the examples of such tribunals in India. These tribunals function outside the ordinary court system.

85 The proper discharge of this duty on the part of the civil servant requires qualities of a highly moral order, such as, presentation of integrity, fearlessness, and independence of thought and utterance. 5.5 Major Criticisms of Indian Civil Services The

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Indian bureaucracy has been the subject of adverse criticism by both Englishmen and Indians.

Lord Curzon, the Viceroy of India (1899-1905), once compared the government of India to an elephant- very stately, very dignified, but very slow in its movements. Soon after becoming Prime Minister in the Interim Central Government in 1946, Jawaharlal Nehru observed at the Meerut session of the Indian National Congress '... the (civil) services were fossilised in their mental outlook. They were wedded to bygone and absolute methods and refused to move with the times...' Our civil service has not yet been able to play its role adequately. Since the mid-1970s, the public image of civil servants in India began to change, particularly in terms of their adherence to the ideals of civil service, such as impartiality, ntrality, and integrity. Citizens have grown increasingly dissatisfied with civil servants as they have failed to improve service delivery. It seriously lacks vitality, initiative, and imagination. It is so tied down to precedents and routines that it is unable and unwilling to think ahead and take responsibility. The following are the criticisms against the civil service today in India: • The successful performance of government officials' duties is hampered by numerous outdated rules and procedures. • There is the issue of tenure insecurity. In addition, random transfers are common. • The effectiveness of civil officials is hampered by extensive political influence. Besides, Sundaram (1997) added that the credibility of the civil service among the public has been eroding due to the growing unholy nexus between politicians, civil servants, and criminals. Besides, there has been a low level of honesty, transparency, and accessibility in administration. • Another flaw contributing to their poor performance is the fact that they reward dishonest and dishonourable employees while underpaying loyal ones. Rao cited that rewards for high performance are not available to civil servants, which de-motivates honest, hard-working and meritorious officers. • Irregular promotion and empanelment weaken their ethics, self-esteem, and public service principles. • There is a lack of proper openness and accountability mechanisms.

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86 • They are alienated from the public, and they have poor knowledge of what people desire. Singh explains that the changing needs of citizens are not served due to traditional work culture. According to Paranjape, despite the changes that occurred in most industries and professions, civil servants generally continue to be the same: hierarchical, insensitive, slow, and monopolistic. They failed to succeed in becoming a force for change in the shifting socio-economic environment. However, in this context, the various governments have made several attempts to address these issues. A number of committees have been established to investigate the civil service issues and make recommendations. The creation of the First Administrative Reforms Commission (ARC) in 1966 was one of their major attempts. The Fifth Central Pay Commission (1994-97) recommended a 30% reduction in existing central government staff. BN Yugandhar committee (2003) made an important observation that the training imparted to the officers was inadequate. The United Progress Alliance (UPA-I) administration appointed the Second Administrative Reforms Commission in 2005. It was charged with identifying the necessary improvements in civil service. The second ARC proposed reforms that would focus on replacing hierarchy with teamwork and adopting Key Performance Targets. It also advocated holding government officials accountable for the production of outputs, which implied a transition from an output-to-outcome style. 5.6 Conclusion Since British administration civil services in India have been updated and made operational. In contemporary India, the civil service plays a critical role in enforcing norms and policies. Rapid economic growth has resulted in a rise in the amount of available work. The mindset of civil servants must shift from one of the controllers to one of the facilitators and from one of the providers to one of enablers. To take on these new challenges, they must arm themselves with the skills and talents required. 5.7 Summing up ➢ The civil service is the foundation of a government because all governments require some type of administrative infrastructure in order to accomplish their goals.
87 ➢ The basic purpose of civil service is to increase administrative capability in order to carry out critical governmental activities. ➢ Prior to independence, the Indian administration's main objectives were to uphold peace and order and promote the expansion of the colonial economy. ➢ After independence, the function of civil servants has become more creative than sedative, and more positive than destructive. ➢ Some important functions of civil servants are: policymaking and implementation, providing welfare and protective services to the people, connecting bridges between the state and society, performing quasi-judicial services etc. ➢ A number of committees have been established to investigate the civil service issues and make recommendations, such as the First Administrative Reforms Commission in 1966, the BN Yugandhar Committee (2003), Second Administrative Reforms Commission in 2005 etc. ➢ However, despite the formation of many committees and the implementation of reforms, civil servants have yet to go far to reach our expectation. ➢ Old rules and practises, job insecurity, haphazard political influence transfers, ties between politicians and civil servants, irregular promotions, a lack of adequate openness and accountability mechanisms, and the monopolistic, slow-moving, hierarchical, and insensitive mindsets of the civil servants are just a few of the challenges facing the Indian civil service. 5.8 Glossary Accountability: principle according to which a person or institution is responsible for a set of duties and can be required to give an account of their fulfilment to an authority that is in a position to issue rewards or punishment. Good Governance: It refers to the welfare in governance and improving the quality of governance. It enables the government to provide equal opportunities and fair delivery of goods and services to the people who are most marginal in society. Good Governance is, among other things, participatory, transparent and accountable. It is also effective and equitable. And it promotes the rule of law. Good governance ensures that political, social, and economic priorities are based on broad consensus in society and that the voices of the poorest and the most vulnerable are heard in decision making over the allocation of development resources.
88 Policy: A set of ideas or a plan of what to do in particular situations that has been agreed to officially by a group of people, a business organization, a government, or a political party. 5.9 Model Questions Essay Type Questions: 1. Discuss the main duties of civil servants in British India. 2. Write an essay on the key functions of civil officials in India. 3. Critically evaluate the various obstacles to India's civil service's performance. Long Questions: 1. Evaluate the importance of civil service in democracies. 2. Discuss the various criticisms of civil service in India. 3. Discuss the recommendations of the Second Reforms Commission. Short Questions: 1. How can the civil service ensure good governance? 2. Briefly discuss the role of civil servants as a policy maker. 3. Point out the development function of civil service in India. 5.10 Further Readings and References A. R. Tyagi. (1958). The Indian Journal of Political Science , 19 (4), 349-356.

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90 Block-III Unit I Block: III Personnel Management and Practices Unit: I Personnel Agencies: UPSC AND SPSC Structure 1.1 Objectives 1.2 Introduction 1.3 Personnel Agencies in India 1.3.1 Department of Personnel & Training 1.3.2 Recruitment Agencies 1.3.3 National Recruitment Agency (NRA) 1.4 Evolution of Public Service Commission 1.5 Recruitment rules 1.6 Constitutional Provisions for Union and State Public Service Commissions 1.6.1 Composition of UPSC 1.6.2 Removal of the members of UPSC 1.6.3 Public Service Commission (Union & State – UPSC): Functions 1.6.4 Independence of UPSC 1.7 Conclusion 1.8 Probable questions 1.9 Further Readings
91 1.1 Objectives After reading this unit, the learner would be able to: Understand about the personnel agencies in India Know the evolution of the Personnel Agencies in Indian context. Understand the role of Department of Personnel & Training Discuss about the composition and functions of National Recruitment Agency (NRA) Explain the structure and functions of Union/State Public Service commissions. 1.2 Introduction To meet the goal of the public service delivery system and the objectives of the Government personnel management system played the utmost important role. For the effective functioning of administration, the role of 'Personnel' is very significant. Thus 'Personnel Administration' is the key element of public administration. However, there is still a debate that the

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administration is the instrument at the hands of political executives,

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who are responsible for the governance of the democratic country. The personnel play the pivot role in this regard. The comprehensive objectives of public administration

or the government to a large extent depend upon the personnel in the public organizations. Functions of the government, implementation of its policies and programmes, to reach the goal of public service delivery system can only be done through

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the personnel. Thus, the tone and quality of public administration mostly determined by the personnel working in public

institutions. In India Union Public Service Commission (UPSC) for the central government and State Public Service Commission (SPSC), in the state level, as the advisory bodies assigned for

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the task of recruitment and selection of personnel to civil

service. All these activities in relation to personnel are the responsibility of

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the Department of Personnel which is the Central Personnel Agency (

CPA). In this module the role, evolution and functions of Personnel Agencies, i.e. UPSC-SPSC will be discussed. 1.3 Personnel Agencies in India 1.3.1 Department of Personnel & Training

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The role of the Department of Personnel & Training can be conceptually divided into two parts, In its large nodal role, it acts as the formulator of policy and the watch-dog of the Government ensuring that certain accepted standards and norms, as laid down by it, are followed by all Ministries/Departments, in the recruitment, regulation of service conditions, posting/transfers, deputation of personnel as well as other related issues. Towards this end, guidelines are issued by it for the benefit of all Ministries/Departments and it monitors the implementation of these guidelines. It also advises all organizations of the Central Government on issues of personnel Management. At a more immediate level, the Department has the 92 direct responsibility of being the cadre controlling authority for the IAS and the three Secretariat Services in the Central Secretariat. The Department also operates the Central Staffing Scheme under which suitable officers from All India Services and Group 'A' Central Services are selected and then placed in posts at the level of Deputy Secretary/Director and Joint Secretary, on the basis of tenure deputation. The Department also deal with cases of appointment to posts of Chairman, Managing Director, full-time functional Director/Member of the Board of Management of various Public Sector Undertakings/ Enterprises, Corporations, Banks and financial institutions. It also deals with the assignment of Indian experts to various developing countries. It is also responsible for formulation and coordination of training policies for the All India and Central Services and providing support for the capacity building of State Government officials. 1.3.2 Recruitment Agencies (UPSC, SPSC) The two organizations through which the Department ensures recruitment of personnel for the Government are the Union Public Service Commission (UPSC) and the Staff Selection Commission (SSC). The former is constituted under a provision of the Constitution and is responsible for conducting examinations for appointment to the higher civil services and civil posts under the Union Government; including recruitment to the All India Services. There is a mandatory provision for consulting the Commission on all matters relating to methods of recruitment, principles to be followed in making promotions and transfers from one service to another and on all disciplinary matters. The SSC is responsible for making recruitment to subordinate staff such as Assistants, Stenographers etc.

In the state level State Public Service Commission (SPSC) manages the recruitment of the personnel of the states. The structure and functions of the UPSC and SPSC will be discussed in the letter part of the unit. The role and functioning of the Union Public Service Commission are like that of a watch-dog of the merit system in India. It recruits and appoints all groups A, B, C, and D of all India services. It is also known as the central recruiting agency because its appointment is related to central governance. In the present time, with the rising competition in India, the working of the Union Public Service Commission has become quite challenging. It is an arduous task to filter merit for the smooth governance of the country, but the commission regularly picks a right hand for it. 1.3.3 National Recruitment Agency (NRA) The Union Cabinet chaired by the Prime Minister in 2020 has decided to set up a National Recruitment Agency (NRA). The proposed NRA will conduct a common preliminary examination for various recruitments in the central government. At present, candidates seeking government jobs have to appear for separate examinations conducted by multiple recruiting agencies for various posts. After the advent of the NRA, the whole process would be unified and will make the cumbersome process easy for students and the agencies.

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93 NRA is a testing agency which would conduct the Common Eligibility Examination (CET) for non- gazetted Group B and C posts. Initially it will conduct the recruitment examinations for Railway Recruitment Boards (RRBs), Institute of Banking Personnel Selection (IBPS) and Staff Selection Commission (SSC) and would gradually expand its operations. National Recruitment Agency will be a Society registered under the Societies Registration Act,1860. The NRA will be a specialist body bringing the state-of-the-art technology and best practices to the field of Central Government recruitment. However, the present recruitment agencies i.e, IBPS, RRB and SSC will remain in place. Based on the screening done at the CET score level, final selection for recruitment shall be made through separate specialised Tiers (II, III, etc.) of examination which shall be conducted by these respective recruitment agencies. Composition It will be headed by a Chairman

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of the rank of the Secretary to the Government of India. The

NRA will have representatives from the Ministry of Railways, Ministry of Finance/Department of Financial Services, Staff Selection Commission (SSC), Railway Recruitment Boards (RRBs) and Institute of Banking Personnel Selection (IBPS). 1.4 Public Service Commission: Evolution

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Act 1919, which for the first time recognized the need for the establishment of a Public Service Commission in India. It was of the view that an expert body, free from political interference should be set up, entrusted with the task of recruitment of civil servants and regulation of their service matters.

In 1924,

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the Lee Commission again recommended that the Statutory Public Service Commission contemplated by the Government of India Act 1919, should be set up without delay

with the
following functions: i. Recruitment of personnel for the public services and the establishment of proper standards of qualification for admission to these services. ii. Quasi-judicial functions connected with the disciplinary control and protection of the

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service. It was not until 1926 that the Public Service Commission was set up for the first time consisting of four members in addition to the Chairman.

The functions of the Commission were advisory in nature.

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The first Round Table Conference held in London in 1930, the British Government in its Constitutional proposals of 1933 and the Joint Committee on Indian Constitution Reforms (1933-34) emphasised the establishment of Public Service Commission in provinces in addition to the Federal Public Service Commission. These suggestions found a concrete shape in the Government of India Act 1935 which envisaged a Public Service Commission for the Federation and a Provincial Public Service Commission for each province or group of provinces. They were entrusted with the functions of conducting examinations for appointment to the public services and the government was under the obligation to consult the commission on major matters concerning their conditions of service. With effect from 1stApril, 1937, the then Public Service Commission at the Centre became the Federal Public Service 94 Commission (FPSC). With the promulgation of the Constitution of India on January 26, 1950, the Federal Public Service Commission came to be known as Union Public Service Commission (UPSC). The objectives of the UPSC, in broad terms are to: • Conduct written examination and interview for the purpose of appointment to a specified group of civil services and posts of the Government of India. • Advise the Government in matters of framing rules in regard to methods of recruitment, principles of promotion, disciplinary aspects, certain conditions of services such as disability pension etc. 1.5

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Recruitment rules In accordance with the provisions contained in Article 320 of the Constitution read with the provisions of Union Public Service Commission (Exemption from Consultation) Regulations 1958, Recruitment Rules of all Group 'A' and Group 'B" posts in various Ministries/Departments of Government of India are required to be framed in Consultation with the Commission. Consultation with the Commission is also necessary for framing/amending Recruitment Rules for certain categories of posts under the Employees State Insurance Corporation, The Delhi Municipal Corporation, The New Delhi Municipal Council, Employees Provident Fund Organisation etc. under the relevant Acts made by Parliament in pursuance of the provisions of Article 321. All proposals for framing/amending Recruitment Rules are examined keeping in view the cadre structure of the organisation and the circulars issued by the Govt. from time to time. After approval, the Commissions' advice in the matter is communicated to the Ministry/Department concerned. More than 14000 Recruitment Rules have been framed/amended so far. 1.6

Constitutional Provisions for
Union and State Public Service Commissions As per Article 315 of the Indian Constitution (In Part XIV - Chapter II), it has mentioned
that,

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there shall be a Public Service Commission for the Union and a Public Service Commission for each State. The Parliament may by law provide for the appointment of Joint Public Service Commission if two or more states agree that there be one Public Service Commission for that group of States, and if a resolution to that effect is passed by the House or where there are two Houses, by each House of the Legislature of each of those States. The Union Public Service Commission, if requested to do so by the Governor of a State, may with the approval of the President, agree to serve all or any of the needs of the State. 1.6.1

Composition of UPSC The
Constitution does not specifically provide or mention the strength of the Union Public Service Commission. But generally, it consists of nine to eleven members. The conditions are as follows: 1. A chairman who is appointed by the President
of India. He

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holds office for a tenure of six years until he attains the age of 65 years, whichever is earlier

would be considered.
95 2.

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The President of India also appoints other members of the commission. But half of the members of the commission

must be those who have been a central government or state government servant or employee for at least ten years. 3. There is no specific qualification prescribed in the Constitution of India for constituting the Union Public Service Commission. 4. If the present chairman of the commission is unable to perform his functions or the office of the chairman is vacant, then the President may appoint any member of the commission as acting chairman of the commission. 1.6.2 Removal of Members of UPSC The President has powers to remove any member or chairman of the commission on the following grounds: 1. If the member of the commission has become insolvent or bankrupt. 2. If any member of the commission is

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engaged in paid employment other than his office. 3. If the President feels that the member is unfit to continue his office

due to the reason of infirmity of mind or body. 4. The President may also remove any member of the commission, including the chairman, on the grounds of misbehaviour. Note: But in case of misbehaviour the President has to consult the matter with the Supreme Court for its advice and opinion. Any advice rendered by the Supreme Court shall be binding on the President. And the President is bound to consider the advice. 5. The chairman of the commission enjoys special privileges that he can be removed only by the President in the manner prescribed in the Constitution and not otherwise. State Public Service Commission: Process of appointment and Eligibility of

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members The Chairman and other members of the SPSC are appointed by the Governor of the State.

The Governor of State are empowered by the Constitution of India to determine the conditions of service of

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the Chairman and other members of the State Public Service Commission A member of the SPSC shall hold office for a term of six years or till the age of 62 years, whichever is earlier Any person who has once held the office as a member of a Public Service Commission is ineligible for reappointment to that office.

The
person to be appointed as the members of the and State Public Service Commissions should not hold any office of profit under the central or the state government.
96 1.6.3 Public Service Commission (Union & State – UPSC): Functions The Union Public Service Commission performs various functions as stipulated in Article 320
of the Indian Constitution.

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The functions of the Public Service Commission are as follows • It shall be the duty of the Union and State Public Service Commissions to conduct examinations for appointments to the services of the Union and the State" respectively. • It shall also be the duty of the Union Public Service Commissions, if requested by any two or more States to assist those States in framing and operating schemes of recruitment for any services for which candidates possessing special qualifications are required. • It shall be the duty of the Union Public Service Commission or the State Public Service Commission, as the case may be, to advise on the following matters (on which a Public Service Commission shall have to be consulted) namely on: a) All matters relating to methods of recruitment to civil services and

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posts; b) The principles to be followed in making appointments to civil services and posts and in making promotions and transfers from one service to another and on the suitability of candidates for such appointments,

promotion
and

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transfers; c) All disciplinary matters affecting a person serving under the Government of India or the Government of a State in a civil capacity, including memorials or petitions relating to such matters; d) Any claim by or in respect of a person who is serving or has served under the Government of India or the Government of a State, in a civil capacity, that any costs incurred by him in defending legal proceedings instituted against rum in respect of acts done or purporting to be done in the execution of his duty should be paid out of the Consolidated Fund of the State.

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A Public Service Commission shall also advice on any other matter which the President, or the case may be, the Governor of the State, may refer to them. It has further been provided that the President, in respect of the All-India services and also in respect

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other services and posts in connection with the affairs of the Union (and the Governor in respect to other services and posts in connection with

the affairs of
states if

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necessary) a Public Service Commission to be consulted. It is pertinent to note that a Public Service Commission need not be consulted in respect of appointment or posts in the services in favour of any

citizen belonging to the

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backward class or the manner in which claims of the members of the scheduled castes or tribes will be taken into consideration for appointment under Union or a State (in terms of Art. 335). Through an Act of the Parliament (or Legislature of a State), additional functions may also be extended to a Public Service Commission. The Public Service Commissions are required to present annually to the President (or Governor as the case may be), a report as to the work done by the Commission and such a 97 report shall be caused to be laid before each House of Parliament (or the Legislature of the State), together with a memorandum explaining the cases of non-acceptance by the Government of the advice of the Commission and the reasons thereof. 1.6.4 Independence of UPSC The members of the Union Public Service Commission

enjoy security of tenure. They cannot be removed from the office on any other ground than specified in the Constitution.

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The salaries and allowances of the members are charged on the consolidated fund of India.

The chairman of commission after removal or retirement is not eligible for any other government job. Whereas other members of the commission are also not eligible to hold any central or state government office but can become chairman

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of the Union Public Service Commission or State Public Service Commission. 1.7

Conclusion This is to note that

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the Commission have a duty, under Article 323 of the Constitution to present annually to the President a Report as to the work done by the Commission and on receipt of such report, the president shall cause a copy there of together with the Memorandum explaining, as respect the cases, if any, where the advice of the Commission was not accepted, the reasons for such non-acceptance to be laid before each House of the Parliament.

The constitution provides for the establishment of a Joint State Public Service Commission for multiple states. Whereas the Union Public Service Commission and SPSC are created underneath the Indian constitution, the JSPSC could be constituted by a parliamentary act in responding to requests from state governments. Hence, the JSPSC is more of a statutory than just a constitutional entity. The Public Service Commissions are the fundamental framework that guarantees and defends the meritocracy of Indian government services. However, various modifications and reforms may be implemented to improve the efficiency of these commissions. Several improvements that can be implemented are as follows: 1, The Commission must act as a think-tank on matters pertaining. 2, The necessity of Decentralization. 3, Stay up to date with the times. 4, Participation of universities and research institutes in the operations of the State Public Service Commission and UPSC. The Public Service Commissions have indisputably done their duties with maximum effectiveness and would proceed to do so at a far greater level of competency if such changes are implemented. 1.8 Probable questions 1. Discuss the evolution of Publisc Service Commission in India. 2. Write a note on Personnel Agencies in India.
98 3. Analyse the Constitutional Provisions for Union and State Public Service Commissions 4. Evaluate the Composition and Functions of UPSC 5. Do you consider UPSC is an independent body? Argue your case. 6. Write a note on composition and functions of State Public Service Commission. 1.9 Further Readings Ramesh K Arora and Rajni Goyal ed. (2013), Indian Public Administration Institutions and Issues. (Third Edition), New Age International Publishers, New Delhi. T.N. Chaturvedi ed. (1989), Training in

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https://www.upsc.gov.in/recruitment-1 Unit II Block: III Personnel Management and Practices Unit: II Recruitment in All India Services Structure 1.1 Objectives 1.2 Introduction 1.3 Evolution of Recruitment System (Reforms) 1.4 Recruitment System
99 11.1.1 1.5 All India Services 11.1.1 1.6 Mechanisation - Project SAMPERA 11.1.1 1.7 Recruitment Rules 1.8 Main Features of the System of Recruitment 1.9 Conclusion 11.1.1 11.1.1 11.1.1 1.1 Objectives This unit will help the learners to understand – The major reforms on recruitment system The Recruitment rules The basic features of the recruitment system Project SAMPERA 1.2 Introduction
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The All-India Services as provided in the Constitution are the Indian Administrative Service and Indian Police Service,

the
successor services to the ICS and IPS of the British days. Recently, a few more All- India Services had been added in the technical fields, viz., Indian Medical Service, Indian Statistical Service, Indian Engineering Service.
The

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All – India Services are common to the Union and the States and

are composed

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of officers who are in the exclusive employ of neither

and may at any time be at the disposal of either. In a Federation usually, the Central Government and the Governments of constituent States have separate services for the administration of subjects falling within their respective spheres of jurisdiction. The creation of All-India Services in our country is, therefore, something peculiar. Dr. Ambedkar, while explaining reasons for making this extraordinary provision for the creation of All- India Services had remarked, " The Indian administration, though, a dual polity, will have dual Service, but with one exception.

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It is recognized that in every country there are certain posts in its administrative set-up which might be called strategic from the point of view of maintaining the standard of administration. There can be no doubt that the standard of administration depends upon the calibre of the civil servants who are appointed to these strategic posts. The Constitution provides that

without depriving the States of their right to form their own Civil Services there shall be an All-India Service recruited on All-India basis with common qualifications, with uniform

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scale of pay and members of which alone could be appointed to these strategic posts throughout the Union." 1.3

Evolution of Recruitment System (Reforms) The recruitment system of the civil servants in India has evolved over the years. The recruitment process has undergone many changes, especially post-independence to reflect the administration's requirements from time to time. Several commissions and committees were created to make recommendations on different aspects of recruitment. These recommendations are included in the Report on Public Administration by A.D. Gorwala, 1951; Report on the Public Services (Qualifications for Recruitment) Committee, 1956 – alternatively called Dr A. Ramaswami Mudaliar Committee Report;

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Report on Indian and State Administrative Services and Problems of District Administration by V.T. Krishnamachari, 1962;

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ARC's Report on Personnel Administration,1969; Report of the Committee on Recruitment Policy and Selection Methods, 1976 – 101

a.k.a the D.
S. Kothari Committee Report; Report of

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the Committee to Review the Scheme of the Civil Services Examination, 1989 –

also known as the

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Satish Chandra Committee Report; Report of the Civil Services Examination Review Committee, 2001, also known as Professor Yoginder K. Alagh Committee Report; Report of the Committee

on Civil Service Reforms also known as the Hota Committee Report, 2004. A.D.Gorwala's Report (Report on Public Administration, 1951) recommended that recruitment to any government-grade must be done in such a fashion that there is no scope for patronage; it also proposed that this principle should hold good for the temporary staff as well. Dr A. Ramaswami Mudaliar Committee Report, 1956, on Public Services (Qualifications for Recruitment) proposed that a University degree should be the minimum educational qualification for recruitment into the higher services and ministerial & secretarial services, a University degree need not be mandatory. This Committee also recommended that the upper age bar for the highest administrative and executive services ought to be between the years of 21 and 23. The Krishnamachari Committee Report (

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Report on Indian and State Administrative Services and Problems of District Administration by V.T. Krishnamachari, 1962) assessed the

recruitment processes to Class I and Class II services in the State Governments and recommended that recruitments should be conducted yearly. The first ARC stressed on the importance of proper personnel planning and also management of cadre. It suggested that recruitment to the IAS/IFS

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and other non-technical Class I services should be made only through one competitive examination. It

also recommended that the upper age bar for taking the civil services competitive examinations should be raised to 26 years. The First ARC further recommended that direct recruitment to Class II posts of Section Officers should be stopped and these posts may be filled by promotion of Assistants. The Commission also recommended that recruitment to clerical and other secretarial posts should be through simple objective tests. The Commission recommended the establishment of Recruitment Boards for the appointment of Class III & IV personnel. The D.S.

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Kothari Committee Report on Recruitment Policy and Selection Methods, 1976, inter-alia recommended a drastic change in the system of examination. They recommended a two-stage examination process – a preliminary examination followed by a main examination. This Committee also proposed changes in the training

process for the civil services. The Fifth Central Pay Commission suggested that employment on contract basis should be encouraged and Government employees should have the right to
102 retain their lien for 2 years if they wish to move to the private sector. The Civil Services Examination Review Committee, 2001 (chaired by Professor Y. K. Alagh) recommended many changes in the structure of the examination system for recruitment to the civil services. It favoured assessing the candidates in a common subject rather than on optional subjects. The Committee on Civil Service Reforms (Hota Committee Report, 2004) made recommendations, among other things on recruitment and recommended that the age for entrants to the higher civil services should be between 21-24 years with a relaxation of 5 years for SC/STs and 3 years for OBCs. The Hota Committee also suggested that aptitude and leadership tests may be introduced for selection and that probationers may be allowed one month after commencement of training to exercise their option for Services. 1.4 Recruitment System Under

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Article 320 of the Constitution of India, the Commission are, inter-alia, required to be consulted on all matters relating to recruitment to civil services and posts. Recruitment is made by one of the following three methods: 1. Direct Recruitment; 2. Promotion; and 3. Transfer Direct Recruitment is conducted broadly under the following two methods: a) Recruitment by competitive examination. b) Recruitment by selection through interview. Recruitment by Competitive Examination -Under the Constitution one of the functions of the Commission is to conduct examinations for appointment to Civil Services/Posts of the Union. In addition, competitive examinations are also held by the Commission under arrangements with the Ministry of Defence for entry to certain Defence Services, through the National Defence Academy, Indian Military Academy, Naval Academy, Air Force Academy and the Officers Training Academy. The Commission usually conducts over a dozen examinations every year on an all India basis. These include Examinations for recruitment to services/posts in various fields, such as Civil Services, Engineering, Medical and Forest Service, etc. 103 For an overview of examinations regularly held by the Commission. See "Overview of Examination" under this Chapter. At present the Union Public Service Commission conduct their examinations at numerous venues spread over 42 regular centers throughout the country. Recruitment by Selection is made by the following methods: 1. By Interview Only - Where the number of applicants is very large, it is not practicable to call for Interview all the applicants who fulfill the minimum eligibility conditions prescribed. The Commission, therefore, shortlist the candidates to be called for the interview on the basis of certain pre-determined criteria related to the job. A large number of recruitment cases is handled by the Commission by the method (1) above. 2. By Recruitment Test Followed By Interview -In this category, there are two types of procedure followed: a) An objective-type written and/or practical test to test the skill of the candidates followed by Interview, the final selection being decided by Interview, aided by the performance of the candidates in the written test and/or practical test. b) An objective-type written and/or practical test to screen candidates to be called for interview, the final selection being decided by Interview only. 11.1.1 1.5

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All India Services The All India Services Act, 1951 and Rules and Regulations framed thereunder regulate the recruitment and conditions of service in respect of the All India Services viz. Indian Administrative Service, Indian Police Service and Indian Forest Service. As far as direct recruitment to the Indian Administrative Service and Indian Police Service Examination are concerned, it is done through the Civil Services Examination and for the Indian Forest Service through the Indian Forest Service Examination held by the Commission. The relevant Rules and Regulations provide that 33% of the vacancies in the IAS/IPS/IFS should be filled by promotion from amongst the officers of the State Service in consultation with the Commission. The Selection Committee presided over by Chairman/Member of the Commission consists of senior Government representatives of the Central Government and the State. 104 11.1.1 1.6 Mechanisation - Project SAMPERA The Commission have recently undertaken a project called "SAMPERA" (Screening and Mechanised Processing of Examination and Recruitment Applications). A simplified single sheet common application form for all the examinations has been devised which will be scanned by using OMR/ICR technology. The implementation of this project will mainly help in high speed scanning of data from forms eliminating manual entry. Other benefits will be accurate and faster generation of Admit Cards, Attendance lists with photo replica and signature facsimile of each candidate, and Error-free list of doubtful cases. The main aim of this project is to cope with the increasing volume of applications through innovations and mechanised handling so as to reduce the processing time and send communications faster to minimised errors. The cases of impersonation/malpractices will also be eliminated and wasteful expenditure will be reduced. 11.1.1 1.7 Recruitment Rules In accordance with the provisions contained in Article 320 of the Constitution read with the provisions of Union Public Service Commission (Exemption from Consultation) Regulations 1958, Recruitment Rules of all Group 'A' and Group 'B" posts in various Ministries/Departments of Government of India are required to be framed in Consultation with the Commission. Consultation with the Commission is also necessary for framing/amending Recruitment Rules for certain categories of posts under the Employees State Insurance Corporation, The Delhi Municipal Corporation, The New Delhi Municipal Council, Employees Provident Fund Organisation etc. under the relevant Acts made by Parliament in pursuance of the provisions of Article 321. All proposals for framing/amending Recruitment Rules are examined keeping in view the cadre structure of the organisation and the circulars issued by the Govt. from time to time. After approval, the Commissions' advice in the matter is communicated to the Ministry/Department concerned. More than 14000 Recruitment Rules have been framed/amended so far.

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The recruitment to All India Services and Central Services Group A &

B is
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the Union Public Service Commission on the basis of the annual Civil Services Examination, a competitive civil service

exam. The Combined Competitive Examination for the Civil Services is conducted in different centers spread all over the country. However, recruitment to the Indian Forest Service is through a different
105 procedure. Entry into the State Civil Services is through a competitive examination conducted by every state public service commission. 1.8 Main Features of the System of Recruitment The main features of

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the system of recruitment to all India services and central

services may be summarized as under the following heads: 1. Eligibility or Qualification: The Candidates applying for the examination should ensure that they fulfill all eligibility condition for admission to examination. The recruiting agency take up verification of eligibility conditions with reference to original documents only after the candidate has qualified for interview/Personality Test. The eligibility of candidates includes age limit and educational qualifications. As such

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a candidate must have attained the age of 21 years and not

more than 30 years of age. The upper age limit prescribed above will be relaxable up to a maximum of five years if a candidate belongs to a Scheduled Caste or a Scheduled Tribe or Other Backward Classes; up to a maximum of five years if a candidate had ordinarily been domiciled in the State of Jammu & Kashmir during a particular period and up to a maximum of three years in the case of Defence Services personnel disabled in operations during hostilities with any foreign country or in a disturbed area and released as a consequence thereof. Relaxation for upper age limit is also granted upto a maximum of 10 years in the case of blind, deaf-mute and Orthopedically handicapped persons. A candidate must hold a graduate degree from a recognized university. Candidates having professional and technical qualifications recognized by the government are also eligible. 2. Preliminary Examination: The Preliminary Examination is held in May/June. Preliminary Examination will consist of two papers of Objective type (multiple choice questions). Paper I is of general studies (150marks) and paper II (300marks) is from a selected list of optional subjects for preliminary examinations. The question papers are set in Hindi as well as in English. The course content for the optional subjects will be of the degree level. Each paper is of two hours duration. Blind candidates are allowed an extra time of 20 minutes for each paper. Preliminary Examination is meant to serve as a screening test only; the marks obtained by the candidates who are declared qualified for admission to the Main Examination will not be counted for determining their final order of merit. As many as 23 subjects are listed for optional subject for preliminary examination.
106 Only those candidates who are declared by the Commission to have qualified in the Preliminary Examination in a year will be eligible for admission to the Main Examination of that year. 3. Main Examination: Main Examination is intended to assess the overall intellectual traits and depth of understanding of candidates rather than merely the range of their information and memory. It consists of a written examination and an interview test. The written examination will consist of 9 papers of conventional essay type in the selected subjects for main examination. Each paper is of 3 hours duration. Blind candidates will, however be allowed an extra time of thirty minutes at each paper. Papers for Main Examination Subjects Marks Paper I One of the Indian languages to be selected by the candidate from the Languages included in the Eighth Schedule of the Constitution. 300 Paper II English 300 Paper III Essay 200 Paper IV and V General Studies 300 each Paper VI, VII, VIII, & IX Any two subjects to be selected from the list of the optional subjects. Each subject will have two papers. 300 each The paper on Indian Language and English is of Matriculation or equivalent standard and is of qualifying nature. The marks obtained in these papers are not counted for ranking. The candidates from North-East India are exempted from this paper. Further, there are certain restrictions on combination of various papers. The question papers other than the Language papers are set both in Hindi and English. 4. Interview Test : Candidates who obtain minimum qualifying marks in the written part of the Main Examination shall be called for an interview. It is usually conducted in the month of April/May every year. The interview carries 300 marks with no minimum qualifying marks. Thus, the total marks come to 2300 (2000 written and 300 interview).

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The interview is intended to judge the mental calibre of a 107 candidate. In broad terms this is really an assessment of not only his intellectual qualities but also social traits and his interest in current affairs

etc. Marks thus obtained by the candidates in the Main Examination (written part as well as interview) would determine their final ranking. Candidates will be allotted to the various Services keeping in view their ranks in the examination and the preferences expressed by them for the various Services and posts. There is also a medical test, especially rigid for IPS. Out of the final candidates selected top rankers are appointed as IAS officers. Once appointed, all probationary officers of the All India and Central Services will have to undergo compulsory foundation training. Note : Candidates will not be allowed to offer the following combinations of subjects : Political Science & International Relations and Public Administration Commerce & Accountancy and Management Anthropology and Sociology Mathematics and Statistics Agriculture and Animal Husbandry & Veterinary Science Management and Public Administration Of the Engineering subjects, viz., Civil Engineering, Electrical Engineering and Mechanical Engineering– not more than one subject. Animal Husbandry & Veterinary Science and Medical Science. 1.9 Conclusion In order to attract the best talent a detailed procedure of examination followed by interview is followed. Union Public Service Commission, which conducts the examination all over India, derives its powers from the Constitution of India which has taken care to ensure its effective and impartial functioning free

 from any pressure and influence. The system and its pattern have been reviewed and revised many a time after Independence. Every effort is done to make the examination and the recruitment system as perfect as possible so that most promising youth gets attracted to the challenging career and the services can move in tandem with the changing times. Generally, the Civil Services examination consists of two rounds of written examination and interview. On the basis of performance in the preliminary round of written examination candidates get entry into the main examination. The numbers of candidates who are permitted to appear in the main examination are twelve to thirteen times of the number of vacancies in the year. After main examination the last stage of recruitment process takes place.

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The Government of India's All-India Services are a part of the Civil Services, which make up the country's permanent bureaucracy. The All India Services, which include the IAS (Indian Administrative Service), IPS (Indian Police Service), and IFoS (Indian Forest Service), are often regarded as the backbone of the Indian administrative establishment. As the name implies, all-India level services are provided at the national level, with personnel appointed by the central government after passing the UPSC examination. However, distinct state level cadres can apportion their jobs at both the central and state government levels. 1.10

Probable Questions 1. Write a brief note on the major reforms of the Recruitment System of All India Services. 2. Discuss briefly the basic features of Recruitment System. 3. Evaluate the Recruitment system after 2004. 4. Write a short not on project SAMPERA 1.11 Further Readings Ramesh K Arora and Rajni Goyal ed. (2013), Indian Public Administration Institutions and Issues. (Third Edition), New Age International Publishers, New Delhi.

 T.N. Chaturvedi ed. (1989), Training in

52% **MATCHING BLOCK 290/416** **SA** Administrative Reforms in India - 1-34p (1).doc (D37899736)

Public administration: The Changing. Perspectives, IIPA, New Delhi. S.R. Maheshwari (1989), Indian Administration (4th Edition), Orient Longman,New Delhi

Mathur, Hari Mohan.1981,' Training of Civil Servants in India,' Training Division,Department of Personnel and Administrative Reforms.Government ofIndia, New Delhi. Hari Mohan Mathur ed., (1982), Issues in In-Service Training, lIPA, New Delhi. Saxena, AP. (Ed),1985, Training in Government- Objectives and Opportunities, lIPA, New Delhi https://www.upsc.gov.in/recruitment-1 Unit III 1.35 BLOCK : III Personal Management and Practices 1.36 Unit : III Training of IAS and IPS Structure 1.1 Objectives 1.2 Introduction 1.3 Training in India: A Historical perspective 1.4 Training Policy 1.5 Creation of National and State Training Commission

110 1.37 1.6 Training - Indian Administrative Service Officers (IAS) 1.38 1.7 Mid-Career/In-service training for IAS officers 1.39 1.8 Training-Indian police service (IPS) 1.9 Conclusion 1.10 Probable Questions 1.11 Further Readings 1.1 Objectives The objective of this topic is to discuss – The Historical background of training The training policy About the National and State Training Commission How IAS and IPS officers are trained Institutional and professional training in various fields 1.40 1.41 1.2 Introduction The administrative change in most common feature of the developing countries. In fact, the whole process of development administration, which has as its dominant premise a directed, planned and goal - oriented change in the society,

84% **MATCHING BLOCK 291/416** **SA** MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

assumes that enhancing the capability and capacity of the administrators is a requisite, if not a prerequisite, of any worthwhile attempt at modernization.

The present Indian civil service structure, which evolved and matured during the British rule, plays considerable stress on preparing civil servants for the jobs that they have to perform in varied segments of national life. The present chapter examines a few important issue - areas of civil service and against that background, discusses the pattern of training for

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two all India Services - The Indian Administrative Service and the Indian Police Service. 1.42 1.3 Training in

India: A historical perspective Under the East India Company, the services were categorised on a rudimentary basis under covenanted and uncovenanted services. The controlling authorities of the East India Company were the Board of 111 Control and the Court of Directors. The latter body was the decision - making authority and each Director had the power to nominate one candidate to the covenanted civil service. This category consisted of all superior posts and was meant only for the Britishers. The uncovenanted category consisted of Indians, selected on the basis of competitive examinations in India or in England. However, a scrutiny of the available literature on this subject Before 1800, there was no systematic provision for training the civil servants, either reveals that a working knowledge of accounts was considered essential. Warren Hastings (1772-1785) had also proposed that the Company started training its servants in Persian , the official language . On 1 January, civil servants be taught languages and European studies before leaving for India. In 1790, a proposal was approved and a notification issued that each civil servant would in Council and the several languages which were necessary for the discharge of office have to be acquainted with the laws and regulations enacted by the Governor - General work. Marquis Wellesley (1760-1842) foreshadowed a new epoch in the history of training. He was of the opinion that the functions of the Company were increasing and the civil servants were not competent to handle the new chores. He put forth his opinion quite categorically when he said that the superior officers in the districts would rather keep these untrained personnel unemployed rather than having the work mismanaged and bungled. He made hasty arrangements for their training and his efforts materialised when the Court of Directors sanctioned the setting up of the Fort William College. Explaining the need for setting up the college, he said on 10 July 1800. The Fort William College was set up on 10 August 1800 in Calcutta. The Company decided that the next institute be set up in London so that it could be closely monitored. Hence in 1809, the East India College moved to Haileybury and established The Haileybury College It was abolished on 31 January 1858. Besides, the defects in the working of the college, the Act of 1853 and the Macaulay Report of 1854 led to its termination. The Charter Act of 1853 The trainees deputed to the college were mostly nominees of the Court of Directors . The Act of 1853 abolished the system of patronage and introduced the system of competitive examination as the basis of recruitment .

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For this purpose , a Civil Service Commission was set up in 1854 in London and competitive examinations were started in 1855. Hence, the

college seemed an anomaly in the changed circumstances. Training for the civil servants recruited in UK was of two years - one year in England and one year's district training in India. For those recruited in India, the training spell in UK was of two years. Training in England was imparted in the four British universities of Oxford, Cambridge, Dublin and London. The 112 subjects that were taught were classical and provincial languages, Indian law, history, economics, British history and constitutional law. At the end, there was an examination and the probationer were sent to India for Geld training, District training of one year gave the trainee a thorough grounding in the practical aspects of administrative work and village life. He was attached to the district Collector and given a thorough grounding in magisterial work, administration of revenue laws and survey and settlement. After this spell, the trainee received his first posting. The Royal Commission (Islington Commission) 1912, recommended that the training British universities be increased to three years, with emphasis on legal training. The commission also recommended the holding of an interprovincial conference of trainers. For the first time, it talked of interchange of ideas among trainers " by letting the men see on the spot, each other's training methods. From World War I to 1940, this was the pattern of training. In 1940, training in was stopped. A camp training school at Dehradun was set up in 1941 to train England recruits between 1941 and 1944. The rich legacy of administrative training during the British rule was substantially backed up and buttressed by the systematic efforts made after independence. Significant support to civil service training came with the commencement of planned development programmes in the country in 1951 when the First Five Year Plan was launched. Soon at was realized that the process of socio - economic development required the building up of cadres of trained administrators in all branches of the administrative system so that they could handle the new challenging tasks with increased competence and with an attitudinal orientation which would be more positively disposed to the process of development in the context of broader political , social and economic goals . A number of training institutes were set up at the national level . The foremost effort was the reorganization of the National Academy of Administration , now christened Lal Bahadur Shastri National Academy of Administration , at Mussoorie . Efforts were also made by the states to set up training institutions . The Home Ministry in the early 1950s addressed the states asking them to set up their own training institutes . The States Reorganisation Act of 1956 also made the state governments responsible for training ter civil servants . At that time , only two states had their own training institutions , UP (at Allahabad) and Bihar (at Ranchi) . Rajasthan was the third state to set up its training institute in 1957 , which is now called the Harish Chandra Mathur Rajasthan State Institute of Public Administration . Soon after , state after state set up their own training institutes . 1.4 Training Policy Most developing countries have failed to formulate a " systemic " policy that would promote integration of training with the rest of the public administrative system . There is conspicuous absence of clarity of

113 priorities , strategies and foci in the training enterprise . As a result , the training system in these countries has been characterized by ad hocism . India's position is somewhat better than the one prevailing in most other emergent nations but , even here , no attempt has been made to integrate training with the macro level planning effort . Whatever references one finds in the various plan documents are , at best , " indicative " in character , and these broad guidelines have not been adequately operationalized at the middle - range and micro levels . There was a clear need , therefore , for a holistic national training policy in India , which could spell out in detail , the objectives , long - term and short - term priorities , foci , strategies , content , methods , organization , evaluation and utilization of training and the synthesis of training with the broader socio - cultural , economic , technological and administrative environment of the country . The National Training Policy was formulated in 1996. It stipulates that training programmes should focus on evolving the attributes of commitment , responsiveness , awareness and accountability . For the purpose of imparting appropriate training , the civil services are divided into the following three levels : (a) The lower level functionaries of Group ' D ' and the lower stages of Group ' C services . (b) The supervisory and the middle management / administrative level (Group B ; lower stage of Group ' A ' , and higher stage of Group ' C ') . (c) Group ' A ' services and the All - India Services comprising the administrative and managerial levels . The National Training Policy envisages that each department should spend 1.5 percent of its annual budget on training . 1.43 1.5 Creation of National and State Training Commissions As already pointed out , in India , the Training Division at the central level keeps a continuous liaison with a large number of national and state level training institutions It also funds and sponsors several training programmes. Nevertheless , the Training Division's impact on the total training structure of the country is at best marginal . This is bound to be the case in a federal set - up where the major initiative for administrative training at regional and local levels rests with the state governments . As a result , state governments do not feel obliged to follow the guidelines of the central government in matters of training , unless these are backed by financial assistance . To canalize the training efforts being made at the central and the state leve a suggestion may be made here for the creation of new coordinating institutional form of a permanent National Training Commission headed by the Prime Minister who is the Minister for
114 Personnel , with the Joint Secretary , Training , as its Member Secretary Of course , continuing leadership will be provided by the State Minister for The commission should have permanent representatives from the Ministries Planning , Finance , Education , Agriculture , Industries and other major departments . Representatives of the Union Public Service Commission , public enterprises and state governments could also be made members of the commission . The commission should ir monitoring them in an effective manner . Although its character will be " advisory " , at as the apex organization for the formulation of national training policy and plans , and be commission's advice , in matters of allocation of financial resources , functional specialization of national and state level training institutions , setting up of new training istitutions and expansion of the existing ones , should be accorded utmost respect by de government , while making decisions in the realm of training systems . The linking of inancial assistance with programmatic development will enable the National Training Commission to influence the direction of development of the various training institutions the national and state levels . Needless to mention , such an effort at coordination will have to be supported by a massive investment in training . The present status of training coordination at the state level is even less effective than that prevailing at the central level . There is a manifest lack of integration in policy , planning , administration , foci , strategies , content and methodology of training at the sate , district and local levels . This problem can be overcome only when a State Training Board in each state is created by the respective state governments . These boards will be mutatis mutandis (with necessary charges) on the suggested pattern of the National Training Commission and would maintain continuous interaction and liaison with it . A State Training Board would be responsible for effecting horizontal , as well as vertical , -ordination in the training structure and would also facilitate the integration of the training functions with the personnel system as well as with the broader administrative system . 1.44 1.6 Training - Indian Administrative Service Officers (IAS) The candidates who are recommended by the commission (UPSC) to join the Lal Bahadur Shashtri National Academy of Administration (LBSNAA), Mussorie, Uttrakhand where they meet their colleagues for the first time. The total duration of the training period of IAS officers is 2 years which is divided into: Foundation Course: All the candidates who are recommended for Grade A posts including IAS, IPS and IFS are invited to join a 3-month-foundation course at LBSNAA. Thereafter, candidates of different services join their respective academies for training. While IFS join Foreign Services Institute in New Delhi, IRS officers join the National Academy of Direct Taxes, Nagpur and IAS officers have to stay back at LBSNAA.

115 Phase 1: Starting with a 15-week training program at LBSNAA, Phase 1 training also includes Bharat Darshan which is an all India tour program for IAS officers. The academic module includes Policymaking, land management, soft skills, project management, national security, e-gov, etc. They start their day at 6 AM in the morning with exercise drills and then attend lectures followed by cultural activities in the evening. Bharat Darshan: In phase 1 training, the IAS probationers are divided into small groups and are taken on a tour of India. This is part of the training program for them to experience the rich cultural diversity and heritage of India. District Training: It is a year-long training at the district level where the officers study the administrative set up in a particular district by being a part of it. Phase 2: The phase 2 starts with sharing their experiences of the Phase 1 training program with their colleagues. Discussion sessions where the officers articulate their thoughts on various developmental challenges and issues and the ways to resolve them are held during this period. Special sessions by distinguished subject matter experts are also held for them as a part of the learning exercise. Assistant Secretaryship: After completing the induction training session, the officers join their respective deputation. They work under the joint secretary in the ministries for a few months. Apart from the induction training for direct recruits, LBSNAA also holds induction training for the officers promoted from the State Civil Services to the IAS. Also, mid-career training programs are held for upskilling bureaucrats. The Kiran Aggarwal Committee constituted by the Department of Personnel and Training (DoPT) has recommended that the total training period for IAS officers be brought down from two years to one-and- a-half years. The step was suggested in view of the strong feedback received from recent batches of IAS officers about the relative sub-optimal effectiveness of attachments in the district and the relatively higher utility of independent charges for on-the-job learning. 1.45 1.7 Mid-Career/In-service training for IAS officers The Mid Career Training Programme was initiated in 2007 with the aim of imparting structured in-service training to IAS officers to prepare them for higher levels of responsibilities. Spanning three phases, viz. Phase-III, Phase-IV and Phase-V training programmes. The programme was initially outsourced to various national/ international institutions for a period of three years. Since 2010, the Academy (LBSNAA) has been mandated the responsibility of designing and delivering each of these courses.

116 Under the present system, one week in-service training programme is open to AIS officers (IAS, IPS & IFoS), officers working under the Central Staffing Scheme and officers of CSS/CSSS of the level of DS/Sr. PPS and above level officer. Training is imparted on a wide range of subjects and the topics of training may differ from year to year. All officers who are posted abroad are exempted from the in-service training programmes only for the period of their posting abroad. All the eligible officers are required to attend training programmes in accordance with the slots given to them unless they are specifically exempted or slotted for mid career training. Officers eligible for training are slotted by the Training Division, Department of Personnel and Training, Government of India, to programmes in accordance with their options (if any). The aim Phase-III mid-service training is - To equip officers who have completed seven to nine years of service for effective transition to strategy formulation and its implementation. The Objective of the Course is to make the officer able: To appreciate contemporary developments in political economy at the national and global level To equip officers with tools, skills and knowledge that will help them achieve 'excellence in implementation' of programs. To design and implement BPR in Government and leveraging IT to improve public service delivery To strengthen communication, inter-personal and team-building skills and appreciate the centrality of values in governance. The aim Phase-III mid-service training is - To equip officers who have completed fifteen to sixteen years of service for effective transition to policy formulation and better implementation. The Objective of the Course is to make the officer able to: Appreciate contemporary developments in political economy at the global and national level, Understand the process of public policy formulation, analysis and evaluation, Enhance domain knowledge in the context of public policy, Strengthen leadership and negotiation skills, and, Appreciate the centrality of values in governance. The aim Phase-III mid-service training is - To equip officers who have completed twenty-six to twenty- eight years of service for effective transition to strategy formulation and its implementation. The Objective of the Course is to make the officer able to: Develop a wider global and national perspective in order to formulate strategies to meet future challenges Understand the importance of inter-sectoral policy design and implementation Provide effective leadership in her work environment Reinforce service networks essential for policy formulation and implementation

117 1.46 1.8 Training-Indian police service (IPS) The Ministry of Home Affairs of the Government of India , which is the cadre - controlling authority of the Indian Police Service (IPS) , is responsible for the training of the IPS . Training for the IPS is divided into categories similar to those for the IAS , viz . induction training and in - service training . Induction training for the IPS is divided into the following three phases : 1. Foundational , 2. Institutional or Professional Training , and 3. District or Field Training. 4. Phase II training (1 month): Sardar Vallabhbhai Patel National Police Academy (SVPNPA), Hyderabad The foundation course is held at the LSBNAA together with all the other civil services recruits. Then they move on to the phase I part of the training. This is also called the Basic Course. This is conducted at the Sardar Vallabhbhai Patel National Police Academy (SVPNPA or just NPA) at Hyderabad. The chief aim of the basic course is to build capacity for the probationers to meet the unique challenges in the field. The objectives of the basic course are: • Build capacity through the matrix of sensitization, orientation and competency. • Impart professional knowledge and understanding. • Develop professional, organizational and community skills. • Nurture human values, right attitudes and appropriate behaviour in professional and personal life and to inculcate sensitivity. • Develop overall personality (character, self-discipline, habits, soft skills, norms, etiquette, values, etc.). • Transform the probationers into leaders of police stations and police districts. The second phase was about enhancing knowledge about the state cadres they are allocated to including learning the state language. This training takes place at State Police Academies which lasts for a period of three weeks. This phase also includes a practical training component where trainees are given the responsibility of handling police stations. They are also attached to district police headquarters to observe and learn on the go about policing. This phase lasts for a period of six months.

118 The main objectives of this training programme will be: • To prepare the IPS Officers for the next level competency that is mainly concerned with public interaction. • To enable them to possess the necessary skills and attitudes to discharge their responsibilities effectively. The subjects included in the basic course are as follows: 11.1.1 Compulsory Indoor Subjects for IPS: 1. Police in Modern India 2. Indian Evidence Act, 1872 3. Indian Penal Code, 1860 4. Code of Criminal Procedure, 1973 5. Special Laws 6. Crime Prevention & Criminology 7. Investigation 8. Forensic Medicine 9. Forensic Science (Theory and Practicals) 10. Maintenance of Public Peace and Order 11. Internal Security 12. Police Leadership and Management 13. Ethics and Human Rights 14. Information & Communication Technology 1. Compulsory Indoor Subjects: 1. Physical Fitness (PT, athletics, gymnasium, sports, cross country races up to 20 km) 2. Drill 3. Yoga 4. Unarmed combat

119 5. Swimming 6. Field Craft & Tactics and Map Reading (ambush setting, counter-ambush maneuvers, use of terrain for tactical movement, setting up counter-insurgency camps, map-reading, movement with and without the aid of GPS, Route marches up to 40 km with full battle load, handling explosives, etc.) 7. Equitation (horse riding) 8. First Aid and Ambulance Drill The lessons also include rock climbing, assault training and weapons training (assembling/disassembling, handling and firing of revolvers, pistols, machine guns, rifles, mortars, grenades, etc.) a) Optional subjects for IPS training: 1. Police Telecommunications and Control Room Operations 2. Hindi 3. Regional language (depending on the cadre) 4. Motor Mechanism and Driving 1.47 1.9 Conclusion Indian training structure, though one of the most elaborate in the developing world, needs to be strengthened and moulded into a more effective instrument of intervention in the process of socio - economic and administrative development. Some major steps which might prove useful in this sphere are : preparation of perspective and long - term training plans , setting up of a National Training Commission and state - level Training Boards for effecting coordination among training institutions , integration of training with the total public administrative and particularly personnel administrative system , laying stress on a sounder system of evaluating the impact of civil service training , developing professional training faculty and rectifying the imbalance in the training system by giving due importance to the training of lower level bureaucrats . These key points highlight the more fundamental issues involved in redesigning civil service training for sounder public management development, both in India and in other developing countries. The need of improvement in IPS training process has been felt for many years to ensure effective policing as IPS officers are becoming a manager rather than a leader. Their main objective is to focus on the

120 management of politicians to carry out political results and therefore are left to ease the day-to-day functioning, while common people are rarely focused upon. Although the Indian Police is the principal guardian of law and order in our country, it continues to be governed by the colonial and outdated police laws that were passed in 1861. The Indian Constitution has made it a state subject to give responsibility to the state governments for their communities along with police services but

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several committees on police reforms have recommended major reforms in the police system with systematic accountability. 1.10

Probable Questions: 1. Write a note evolution training of civil servants in India. 2. Discuss the training policy in India. 3. Analyse the role of the National and State Training Commission. 4. Examine how IAS officers are being trained. 5. Write a note on the training method for IPS officers. 1.48 1.11 Further readings: Philip Woodruff , The Men Who Ruled India : The Founders (London : Jonathan Cape , 1935). BB Mishra , Central Administration of the East India Company , 1773-1834 (Bombay : Oxford University Press , 1959). NC Roy , The Civil Service in India (Calcutta : Firma K.L. Mukhopadhyaya , 1958) Rajni Goyal , " Civil Service Training in India : An Evolutionary Perspective , " Administrative Change , XIII (July 1985 - June 1986). B N Puri , " The Training of Civil Servants under the Company, " Journal of LBS National Academy of Administration , XII (July 1967). S R Maheshwari, The Evolution of Indian Administration (Agra: Lakshmi Narain Agarwal, 1970) Abdel Fattah A Shamleh , Administration of Training in India (Jaipur : Arihant , 1994)
121 Unit IV Unit: Promotion of IAS and IPS Structure 1.1 Objectives 1.2 Introduction 1.3 Promotions for Indian Administrative Service (IAS) 11.1.1 1.4 IAS Promotion List and IAS Promotion Rules 1.5 Ranks of IAS officers 1.6 Recent 'Modi'fications 1.7 Promotion for Indian Police Service (IPS)
122 1.8 Ranks of the Indian Police Service (IPS) 1.9 Conclusion 1.10 Probable Questions: 1.11 Further readings: 1.1 Objectives Through this unit the learners will be able to – Understand the basic rules of Promotion of IAS and IPS Examine the ranks of IAS and IPS officers Know the methods, procedures of promotion Analyse the recent modifications in relation to promotion of IAS officers 1.2 Introduction The Indian

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Administrative Service and Indian Police Service are of the All India Services with the Indian Forest Service. 123 Candidates who are selected as IAS Officers are trained to manage Government affairs. Every civil servant is allotted to a particular office with policy framing and implementing as the major responsibility in that particular area. The policy issues are framed, modified, and interpreted in this post under the direct supervision of the Administrative Office with the consent of the Minister. On the advice of the officer, the implementation of the policies is also done. The policy-making matters of the government mechanism depend on the civil servant rank. The process of implementation includes supervision as well as visiting/touring. The allotment of huge funds to and by the field officers mandates supervision and the concerned officials are answerable to queries made in the Parliament.

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The Indian Police Service (IPS) being one of the All India Services is accountable for public safety, internal security, and law and order. After independence (1948), the Imperial Police (IP) was replaced by the Indian Police Service. The Indian Police Service in itself is not a law enforcement agency but it is the body to which all the senior police officers belong to irrespective for whichever agency they work. An IPS officer faces several life-threatening and is imperilled to harsh conditions. The Director-General of Police of the Indian Police Service is entrusted with the overall law and order of the entire State, while the Superintendent of Police for the entire District and the Deputy Commissioner or the Commissioner of Police for Metropolitan Cities or the entire city respectively. An IPS officer as the Commissioner of Police enjoys magisterial powers. The Indian Police Service (IPS) though not equal to the Indian Administrative Service (IAS) is the only service in the country that comes close to the IAS considering the Power, Authority, and Speed in promotion whether at the State or in the Government of India. 1.3 Promotions for Indian Administrative Service (IAS) The

Department of Personnel and Training of Government of India prescribed the following rules of current promotion system –

124 The formal channel of promotions for all the All India Services and other Group 'A' Services is their respective state/departmental cadre. In respect of the All India Services, guidelines for such promotions are issued by the respective administrative ministries of the Government of India, namely the DoPT for the IAS, the Home Ministry for the IPS and the Ministry of Environment & Forests for the IFoS. Though the guidelines are distinct, they are broadly similar in content. They cover issues such as minimum requirements for promotion, as well as the composition of the Screening Committee. The guidelines for promotion to the super-time and higher levels are as follows: • For promotion to Super Time Scale, a member of the service should be working in the selection grade and should have completed 16 years of service. The Screening Committee should consist of the Chief Secretary as Chairman and two other officers working in the grade of Principal Secretary in the State Government concerned as Members. • For promotion to the post of Principal Secretary to the State Government, the zone of consideration consists of officers in the super time scale who have completed 25 years of service. The Screening Committee will be chaired by the Chief Secretary and will have two other members, the senior most officer working in the grade of Chief Secretary, and the senior most officer working in the grade of Principal Secretary. • For promotion to the grade of Chief Secretary, the Screening Committee shall consist of Chief Secretary, one officer working in this grade in the cadre, and another officer of the cadre serving in the Government of India in the same grade. In respect of the All India Services, the requirement of consultation with the UPSC has been dispensed with, under the provisions of Union Public Service Commission (Consultation) Regulation, 1958. However, in case of other Group A Services (except for the Indian Foreign Service), the Departmental Promotion Committees are chaired by the UPSC. As per the notification no. 20011/4/92-AIS-II of Ministry of Personnel, P.G. & Pensions; Department of Personnel & Training, Government of India, dated 28th March, 2000 the Principles Regarding Promotion of Members of The Indian Administrative Service are as follows; I. Appointment to Senior Time Scale- An officer is eligible for appointment to the Senior Time Scale on completion of 4 years' service, subject to the provisions of rule 6A of the IAS (Rectt.) Rules, 1954. A Committee consisting of the Chief Secretary and two officers of atleast Supertime Scale level of the State

125 Government concerned shall evaluate the performance of the eligible officers for deciding their suitability for promotion to posts in the Senior Time Scale. Subject to availability of posts, this scale can be allowed from or after 1st January during the relevant year in which officers become eligible for this scale. II. Appointment to the Junior Administrative Grade- An officer is eligible for appointment in the Junior Administrative Grade on completing 9 years of service. This grade is non-functional and shall be admissible without any screening, as a matter of course, to all the officers of the Senior Time Scale from Ist January of the relevant year, except in cases where any disciplinary/criminal proceedings are pending against the officer. III. Appointment to The Selection Grade - An officer of the Junior Administrative Grade shall be eligible for appointment to the Selection Grade on completion of 13 years of service as per the proviso to rule 3(2A) of the IAS (Pay) Rules, 1954. A Committee consisting of the Chief Secretary and two officers of the concerned State Government, in the Supertime Scale or above, shall screen the eligible members of the Service for promotion in this grade. This grade will be available from or after 1st January of the relevant year subject to availability of vacancies in this grade. IV. Promotion in The Supertime Scale- The members of the Service who are working in the Selection Grade and have completed 16 years of service2 shall be eligible for appointment in the Supertime Scale at any time during the year of their eligibility, subject to availability of vacancies in this grade. The Screening Committee to consider officers for promotion in this scale would consist of the Chief Secretary as Chairman and 2 officers working in the grade of Principal Secretary within the State Government concerned, as members. If, however, there is only one officer working in the grade of Principal Secretary to the Government available in the cadre, the senior-most Supertime Scale officer available in the cadre may be included in the in the Committee. V. Promotion in The First Above Supertime Scale i.e. Principal Secretary to The State Government- The zone of consideration for promotion in this grade may consist of the Supertime Scale level officers who have completed 25 years' service. Promotion of officers thus cleared could be made at any time during the relevant year, provided vacancies in this grade are available. The Screening Committee to consider officers for promotion in this scale will consist of the Chief Secretary as Chairman and one senior-most officer each working in the grades of Chief Secretary to the Government and Principal Secretary to the Govt. respectively in the cadre, as members. If an officer of the grade of Principal Secretary to the

126 Government is not available in the cadre, the senior-most officer of the same level of the cadre working in the government of India may be taken as a member. VI. Promotion in The Grade of Chief Secretary The zone of consideration for promotion in this grade would consist of all the members of the Service who have completed 30 years of service. Appointment in this grade would be made from amongst the officers thus cleared, at any time during the relevant year and subject to the provisions of rule 9(7) of the I.A.S. (Pay) Rules, 1954. The Screening Committee for this purpose shall consist of the Chief Secretary concerned, one officer working in this grade in the cadre and another officer of the cadre serving in Government of India in the same grade. 11.1.1 1.4 IAS Promotion List and IAS Promotion Rules The IAS promotion list is based upon their years of service, and certain guidelines are set up by the government regarding promotion. These guidelines are also called IAS promotion rules and few major rules or guidelines are: • Screening committees are set up for each post, and they have to ensure that the suitability of the candidate is considered while choosing for promotion in an just and objective manner. • The committee has to fill in vacancies every year, and thus the committee should meet frequently on a fixed date every year. There should be a time schedule laid down in advance and the state government must ensure the proper functioning of the committee • The number of vacancies must be predetermined and accurate. Vacancies due to death or retirement should be taken into account whereas short-term vacancies for personal leaves or holiday should not be taken into account 1.5 Ranks of IAS officers

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Below given are the ranks that an IAS officer will hold during his tenure.

Years of Service Post 1-4 ASP/SDM/ Assistant Commissioner
127

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The ranks are given to the civil servant based on their seniority in the civil services. 1.6

Recent 'Modi'fications

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Until recently, a typical file in a department would move from the undersecretary to the deputy secretary or the director. Here, it should be pointed out that functionally, there was no difference between a deputy secretary and a director. After a certain number of years, the deputy secretary was promoted 'in situ' as the director. Under the new dispensation, the distinction between the undersecretary and deputy secretary has also been removed. Thus, even though the undersecretary will be promoted to a deputy secretary and then to a director, the function will remain the same and the frills and pay scales will improve at each level. The technical name given for such in situ promotions is 'Non-Functional scale'. In the case of the Indian Administrative Service (IAS), an officer reaches the director's position in the usual course — in the 12th year of service. In terms of their pay scale, they move from the Junior Administrative Grade to the Selection Grade, and this changes their entitlements with regard to housing and travel perquisites – directors are entitled to travel Executive class /AC I in trains and the daily allowance on tour is higher. 5-8

ADM/Deputy Secretary/Undersecretary 9-12 DM/Joint Secretary/Deputy Secretary 13-16 DM/ Special Secretary cum Director/ Director 16-24 Divisional Commissioner/ Secretary Cum Commissioner/ Joint Secretary 25-30 Divisional Commissioner/ Principal Secretary/ Additional Secretary 30-33 Additional Chief Secretary 34-36 Chief Secretary 37+ Cabinet Secretary of India
128

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A batch usually gets empanelled as a Joint Secretary (JS) in the 16th year. Officers move into what is called the 'Super Time' scale. Here, they are entitled to business class for both domestic and international travel. State governments usually follow the Government of India norms with regard to travel entitlements, though, technically, the state governments can issue their own orders with regard to these perquisites. Typically, a JS has a tenure of five years, and they constitute the 'cutting edge' of the government. Although in smaller departments, files moved straight from the JS to the Secretary, in large departments like education, health, agriculture, commerce, and finance, the JS would normally submit the files to the Additional Secretary (AS). For decision levels in which the JS was the final authority, an endorsement at the level of AS was the norm, but in most cases, the file would go up to the Secretary. As per the revised norms, on completion of three decades of service, a JS will be designated as an AS in situ, provided, of course, they are empanelled as AS or AS equivalent. However, both the JS and the AS will submit the files directly to the Secretary, and so, the Additional Secretary is now akin to a non- functional scale!

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One may well ask, what then are the charms of being an AS? Well, the AS is the first to get invited to the Rashtrapati Bhawan for the 'at home' on Independence Day and Republic Day. They also get to witness the Independence Day parade from the ramparts of the Red Fort. To the outsider, the nuances of these fine distinctions may appear frivolous, but these do make a lot of difference to the officers (and their spouses!). The tenure of the AS is not very long, and the current government is trying to empanel officers to the rank of Secretary soon thereafter to ensure that they get a longer tenure in that position. This is also necessitated by the fact that after 1995, the average entry-level age increased from 25 to 28 years. Finally, when an officer becomes a Secretary to the Union government, they move to the apex scale in terms of pay and receive the status and treatment of a 'state guest' on an official visit to a state government, with all the attendant protocols besides an entitlement to use the reserved lounge at the airport.

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The moot question for consideration is: Does the reduction of two layers of decision-making in the government make a difference? It certainly does, for under the revised norms, each of the three levels will have a specific mandate. In the first instance, the undersecretary or deputy secretary or director will initiate the note with basic information about the scheme/programme/issue in question. It will list the budgetary provisions, past 129 precedents, references to related decisions as well as parliamentary assurances, if any, on the subject and recommend a course of action. At the level of the JS and AS inputs from other divisions within the ministry, autonomous bodies, SPVs (Special Purpose Vehicles), PSUs (Public Sector Undertakings) and/or industry chambers will be factored. In case the issue concerns more than one state, inputs from the state government are also taken on board. The file will now be put up to the Secretary who will take a 360-degree view and also look at the implications for the related ministries. Thus, any view on the procurement of cereal by the Food Corporation of India (FCI) or pulses by NAFED (National Agricultural Cooperative Marketing Federation of India) would certainly involve the ministries of agriculture, food, consumer affairs, and commerce. 1.7

Promotion for Indian Police Service (IPS) The officers are thus appointed by the Indian Union and States both. The lowest rank at which an IPS officer is selected or he/she enters the services is of Deputy Superintendent of Police (DSP) which is then promoted to Additional Superintendent of Police (ASP). The pay scale of both these services has very few differences. DSP is pay level 10 and ASP is 'pay level 11'. When an IPS is appointed in Delhi, he/she may get the rank of Assistant Commissioner of Police or Additional Deputy Commissioner of Police. The highest rank an IPS officer would get in a state would be of the Director General of Police (DGP). The DGP is the head of the State Police Forces. On a similar pay scale, the promotion of any IPS as compared to other services in the Government of India would be of the Director of Intelligence Bureau or Secretary in the Cabinet. The equivalence would be the same. The pay scale is of level 17 at this position and the pay would be almost INR 225000. Everyone knows that an IPS is selected through UPSC CSE conducted every year. Then you will have to undergo a one year training course at Sardar Vallabhbhai Patel National Police Academy (SVPNPA) in Hyderabad. Probation- After training ,officers will be sent to their state cadres. In states,they will get the designation of Assistant Superintendent of Police with Grade Pay of 5400 and pay band 3 (Rs 15,600–39,100). ASP is a probation period post in which the officer will learn from seniors about how the police mechanisms work in the grass root level.

130 Senior Time Scale- After probation officer will get the Senior Time Scale at the 5th year of his service now he is promoted as the Additional Superintendent ff Police in the districts and If he serves in any city commissionerate then the post will be of Additional Deputy Commissioner of Police where grade pay becomes 6600. Junior Administrative Grade- After having some experiences about policing for 9 years the officer gets promoted to the Junior Administrative Grade (JAG). At this period, he or she does mainly managerial jobs. They seldom go to the spot of crime or trouble. JAG officers get the post of Superintendent of Police (SP) in districts and in city police they get the post of Deputy Commissioner of Police (DCP) . At the time of JAG , grade pay becomes 7600. It is the highest grade pay in scale 3 (15,600–39,100) Selection Grade- An IPS gets promoted to the Selection Grade after a continuous service of 13 years. in this grade the officer gets the post of Senior Superintendent of Police (SSP) in district level. In the cities , the selection grade officer becomes Additional Commissioner of Police. In SG payband changes from PB3 to PB4(37,400–67,000). Grade pay of 8700. Super Time Scale- After serving the police dept for a period of 14 years, the IPS is upgraded to Super Time Scale. In the states the officers of this scale occupy post of a Deputy Inspector General of Police (DIG) and can be the Commissioner in the small city police organizations. The grade pay is 8900 in PB4. Senior Administrative Grade- An IPS gets the SAG after 18 years of service. At this stage he/she becomes an Inspector General of Police (IG). In SAG they are entitled to have the grade pay of 10000 in PB4. Higher Administrative Grade- An IPS officer becomes eligible for HAG after 25 years of satisfactory service. The officer gets the rank of Additional Director General of Police (ADG). These officers enjoy PB5(67,000–79,000) with grade pay of 12000. Apex Scale- Officers with brilliant career record and 30 years experience can reach the Apex Scale with pay scale 80,000(Fixed). Director General of Police (DG) gets this scale . The COMMISSIONER of megacity police forces also gets the Apex Scale.

131 Deputation in Central Paramilitary Forces- The higher ranks of the Paramilitary Forces are generally occupied by the IPS officers. They are often deputed to command the forces like CRPF, BSF, ITBP, CISF. IPS Officers take the posts of DIG, IG, ADG, Special DG or DG. Deputation in Other Central Security Agencies- They are also deputed to Central Security Agencies like CBI, NIA, IB, NCRB , etc Sometimes, a few IPS officers got selected in Central Ministries as Joint Secretaries or similar capacities. Especially, Ministry of Home in Centre and States recruits some IPS officers in their secretariats. Another deputation pots exists for IPS officers in various Public Sector Undertaking companies. They are given

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the posts of Vigilance Commissioners. 1.8 Ranks of the Indian Police Service (IPS) The following are the ranks that an IPS officer takes charge as during her/his tenure in the service. • Assistant Superintendent of Police (Sub-division for 2 years' probation) • Superintendent of Police or Deputy Commissioner of Police (After 4 years in service) • Junior Administrative Grade (After 9 years in service) • Selection Grade (After 13 years in service) • Deputy Inspector General of Police or Additional Commissioner of Police (After 14 years in service) • Inspector-General of Police (After 18 years in service) • Additional Director General of Police (After 25 years in service) • Finally, the Director-General of Police (after 30 years in service) The Director-General of Police and Commissioner of Police is the head of the entire police force of the State or Metropolitan City like Chennai, Delhi, Kolkata, Mumbai, etc., and below him/her comes the Additional DGP or Special Police Commissioner. While the inspector General or Joint Commissioner of Police is the head of specialized police force like the Criminal Investigation Department, Special Branch etc.

It is to mentioned here that promotions in initial stages is based on seniority subject to rejection of the unfit, however, post selection grade it is based on merit and seniority. Some scholars raised question in this context, as they believe that this method puts political leaders over the top of the IPS officers.
132 1.9 Conclusion Promotion is related to effectiveness of the Government that depends upon IAS and IPS officers efficiency and credibility. Recently the Government has taken a step to modify the promotion pattern to accelerate the public service delivery system.

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While this is a positive step in reducing hierarchy and making the government more functional, there is a new irritant called 'equivalent', which has been institutionalised over the last few years. At the level of AS and Secretaries, an officer is now being empanelled as AS or AS equivalent, or Secretary and Secretary equivalent. More often than not, after a gap of six months to a year, those in the equivalent category are upgraded to the full status of AS or Secretary. A Secretary equivalent is not supposed to become the Secretary in charge, but in terms of 'frills', they are equal to the Secretary and get to be a state guest on their travel. However, there are multiple instances when officers who have been empanelled as Secretary-equivalents have been made Secretaries and those who are empanelled as Secretaries given positions that are 'Secretary equivalent'. 1.10

Probable Questions: 1. Discuss the basic rules of Promotion of IAS officers. 2. Evaluate the basic rules of Promotion of IPS officers. 3. Write a note on the ranks of IAS officers. 4. Discuss the ranks of IPS officers 5. Analyse the recent modifications in relation to promotion of IAS officers. 1.11 Further readings: NC Roy , The Civil Service in India (Calcutta : Firma K.L. Mukhopadhyaya , 1958) Rajni Goyal , " Civil Service Training in India : An Evolutionary Perspective , " Administrative Change , XIII (July 1985 - June 1986). B N Puri , " The Training of Civil Servants under the Company, " Journal of LBS National Academy of Administration , XII (July 1967). S R Maheshwari, The Evolution of Indian Administration (Agra: Lakshmi Narain Agarwal, 1970)
133 https://theprint.in/

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opinion/modi-govt-takes-ias-promotions-to-next-level-additional-joint-secretary- now-come-closer/1063990/

Notification no. 20011/4/92-AIS-II of Ministry of Personnel, P.G. & Pensions; Department of Personnel & Training, Government of India, dated 28th March, 2000 Unit V Unit: V Performance Appraisal Structure 1.1 Objectives 1.2 Introduction 1.3 Objectives of Performance Appraisal 1.4 Annual Performance Appraisal System – APR 1.5 360 degree Appraisal 1.6 Recommendations for Good Performance appraisal 1.7 Conclusion 1.8 Probable Questions 1.9 Further reading 1.1 Objectives From this unit learners will be able to - Understand the Personnel Appraisal Report (PAR) System in India Evaluate the need for PAR Analyse the changing nature of PAR Understand 360 degree model of PAR Point out the problems or challenges associated with the PAR system
134 Examine the probable recommendations to curb the challenges 1.2 Introduction Based on the recommendations of the

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Surinder Nath Committee constituted to review the system of Performance Appraisal, Promotion, Empanelment and Placement for the All India Services and other Group 'A' Services

through the All India Service (PAR) Rules, 2007 which was amended on 31st March, 2008 and then on 2019.

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The Performance Appraisal Report is an important document. It provides the basic and vital inputs for further development of an officer.

Currently the performance of civil servants is assessed through Annual Confidential Report (ACR) prepared by superior authority. If the 360 degree performance appraisal report supplements the ACR, it will lead to a hazy conclusion on the performance of the employees evaluated. The questionnaire meant for evaluation must be based on relevant aspects the employees are associated with. In the corporate world the system of 360 degree performance appraisal fits well assessment is done on specific metrics such as sales growth, targets, customer satisfaction etc. However, bureaucracy in India cannot be evaluated on such metrics as it involves intricacies of public service. Further, bureaucracy in India is said to be infatuated with unfounded apathy to the existing work culture and suffer from lack of values and ethics. The second Administrative Reform Commission highlighted this deficiency in the existing performance appraisal system. As such bureaucracy in India suffers from sense of closely-knit fraternity, where assessment of the subordinates by the superior authorities' remains always biased. Moreover, the 360 degree performance appraisal system is less an instrument to facilitate promotion than to enhance performance and efficiency. The validity of the system in bureaucratic performance evaluation in India cannot be fully assessed unless it is implemented properly.

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One-time annual reviews, single-source feedback, appraisals conducted purely for evaluative purposes, and simple quantitative metrics are inadequate for employee growth. The transition towards a more holistic, developmental appraisal process is identified as a shift from 'annual confidential report' to 'performance appraisal' which underpins the reforms in the Indian higher Civil Services. For the Civil Services, this change is most obvious in two specific reform ideas. The first is the shift from the Annual Confidential Report (ACR) to the Annual Performance Appraisal Report (APAR) system in 2007. The aim of this transition was to solve two problems: to improve the quality of appraisals so they aid in employee development, and to bring in more transparency in the appraisal process. Specific changes such as new rating scales, domain assignment and target setting were recommended to achieve these goals. 135 The second shift is the introduction of the 360-degree review or Multi Source Feedback (MSF) process, a supplement to the APAR, which aims to broaden the scope of those who evaluate the civil servants. While getting feedback from sources outside the immediate seniors and colleagues of an employee have certain benefits, the 360-degree process has also been criticised for increasing bias and subjectivity in the appraisal process. 1.3

Objectives of Performance Appraisal Following are the objectives of PAR - ▪

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Training and Placement ▪ Feedback and Counselling ▪ Planning of work ▪ Promotion ▪ Recognition ▪ Strengthening Good Governance In line with these objectives, the APAR (

in a definite

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format) incorporated components to measure areas for skill upgradation through training and to recognise exceptional contributions in service.

One should follow the mandatory time schedule. PAR to be recorded by 31 st December, failing which assessment to be on the basis of overall record and self-assessment. PAR would be one reporting, reviewing and accepting authority for a given period of time only. 1.4 Annual Performance Appraisal System - APR In Performance Appraisal, assessment of performance of employees is undertaken periodically for determining their output and their abilities. Performance appraisal is carried out to serve many purposes such as promotion / demotion, compensation, training and so on. It also helps the higher authorities to determine the effectiveness of selection procedure of the employees.

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In exercise of the powers conferred by sub-section (1) of section 3 of the All India Services Act, 1951, (61 of 1951), and in supersession of the All India Services (Confidential Rolls) Rules, 1970, except as respect things done or omitted to be done before such supersession, the Central Government, after consultation with the Governments of the States concerned, hereby makes the following rules, called the All India Services (Performance Appraisal Report - PAR) Rules, 2007.

As per the rule -
136 (1)

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A performance appraisal report assessing the performance, character, conduct and qualities of every member of the Service shall be written for each financial year or as may be specified by the Government in the Schedule 2: Provided that a performance appraisal report may not be written in such cases as may be specified by the Central Government, by general or special order: Provided further that if a performance appraisal report for a financial year is not recorded by 31st of December of the year in which the financial year ended, no remarks may be recorded thereafter and the officer may be assessed on the basis of the overall record and self assessment for the year, if he has submitted his self-assessment on time. (2) Subject to the provisions of sub-rule (4), a performance appraisal report shall also be written when either the reporting or reviewing authority or the member of the Service reported upon relinquishes charge of the post, and, in such a case, it shall be written at the time of the relinquishment or ordinarily within one month of such relinquishment. (3) Where more than one performance appraisal reports are written on a member of the Service during the course of a financial year each such report shall indicate the period to which it pertains: Provided that only one report shall be written on a member of the Service for a particular period during the course of the financial year and there shall be a single reporting, reviewing and accepting authority at each level of assessment which shall be specified in the channel for writing performance appraisal reports by the concerned Ministries and State Governments and in no circumstances more than one person shall write the performance appraisal reports in the capacity of reporting, reviewing or accepting authority for a given period of time: Provided further that if more than one person of the same superior level supervises the performance of the member of Service, the Government shall identify the person to report or review well in advance of the relevant assessment year. (4) Where the reporting authority has not seen, but the reviewing authority has seen the performance of a member of the Service for at least three months during the period for which the performance appraisal report is to be written the reviewing authority shall write the performance appraisal report of any such member for any such period. (5) Where, both the reporting authority and the reviewing authority have not seen and the accepting authority has seen, as referred to in sub-rule (4), the performance of any such member, the accepting authority shall write the performance appraisal of any such member during such period. (6) Where the reporting authority, the reviewing authority and the accepting authority have not seen the performance of a member of the Service for at least three months during the period for which 137 the report is to be written, the Government shall make an entry to that effect in the performance appraisal report for any such period. (7) Notwithstanding anything contained in sub-rules (1), (2), (4) and (5), it shall not be competent for the reporting authority, the reviewing authority or the accepting authority to write a performance appraisal report after he demits office where the authority writing the performance appraisal report is not a Government servant. Explanation. - For the purposes of this rule, "a Minister" shall not be construed as having demitted the office if he continues to be a Minister in the Council of Ministers with a different portfolio or in the Council of Ministers immediately reconstituted after the previous Council of Ministers of which he was a Minister with the same or a different portfolio provided the Prime Minister or the Chief Minister, as the case may be, continues in office.'

It is to be noted here that an amendment has been made through All India Services (Performance Appraisal Report) (Amendment) Rules, 2019 in context of form 1 of rule 4 of the 2007 rules. 1.5 360 degree Appraisal Originated in 1940s, this system of assessment of employees is considered a best practice in the corporate and business world. Under this process feedback of the employee is received from all those who are a part of his/her professional life. It is a holistic approach for obtaining information from peers, subordinates, and internal and external customers, about the employee's performance. It is based on the assessment of an individual's management styles, competencies and behaviour by colleagues horizontally and vertically by involving his boss, peers and direct reports in the organization.

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Empanelment is the process by which civil servants are chosen for top positions in the government, like that of the Joint Secretary and above. Until 2016, empanelment at senior levels of administration was done solely based on performance appraisal reports. The APAR system, which replaced the ACR system in 2007, required full disclosure of evaluation and ratings to the officer concerned (Department of Personnel and Training, 2007; Department Related Parliamentary Standing Committee on Personnel, Public Grievances, Law and Justice, 2017). According to the DoPT's submission to the Standing Committee Report on Appraisals, this shift made it increasingly difficult to identify the best officers, as all ratings were 'outstanding'. This led to a revision in empanelment guidelines in 2016 to provide for the collection of Multi Source Feedback (MSF), termed the '360-degree review'. The new mechanism was introduced as a supplement to the APAR system, which would use feedback from important stakeholders to identify candidates for further evaluation. An expert panel would take feedback on seven attributes including leadership, ownership, and honesty from a minimum of five stakeholders—seniors, juniors, peers, external 138 stakeholders and serving secretaries (Department Related Parliamentary Standing Committee on Personnel, Public Grievances, Law and Justice, 2017). The adoption of MSF in 2016 as a reform measure was distinct from the adoption of the APAR system in 2007 and it was conceived of as a supplement to, and not part of the APAR. For this reason, this paper treats MSF, or 360-degree reviews, as a standalone reform theme separate from the APAR. The SNC (2003) mooted the idea of 360-degree reporting to "supplement the formal APAR regime with an institutionalised means of ascertaining the reputations of civil servants, consistent with our culture and ethos" (Surinder Nath Committee, 2003, section 5.12.2). The committee justified this suggestion by citing the use of similar mechanisms by international organisations and foreign governments as a supplement to the performance appraisal system. The rationale behind MSF was that the reputation of civil servants within their professional circles would provide an accurate assessment of their capabilities (Surinder Nath Committee, 2003). While acknowledging the potential and utility of this system, the Second ARC argued that "in the context of India where strong hierarchical structures exist and for historical and social reasons it may not be possible to introduce this system unless concerns of integrity and transparency are addressed" (2008, p. 228). Most recently in 2018, the NITI Aayog recommended the complete replacement of appraisal reports with MSF (NITI Aayog, 2018). It is, therefore, important to revisit the concerns and criticism levied against the MSF system. 1.6

Recommendations for Good Performance appraisal A good performance appraisal must consist all of the following characteristics: 1. Setting appropriate work standards for employees. The standards set must be rigorous and achievable. 2. The performance appraisal should be done by assessing the employee's actual performance to the relative standards set. 3. Each supervisor responsible to provide feedback to employees with the aim of motivating him or her and to eliminate performance deficiencies or to continue to perform above par. Some of the traditional methods discuss earlier fails to incorporate the above stated features because PA is assessed based on "knowledge, initiative, loyalty, leadership and judgment". Hence, there is a keen need for Indian organisation to transform and adopt the modern techniques of appraisal such as MBO, 360 degree, 720 degree, BARS, Human Resource Accounting, Balance Score Card, Electronic Performance Monitoring, Assessment Centers and etc.

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The Seventh Pay Commission recommended changes in the APAR system before linking it to the

Results Framework Documents (

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RFD). First, there needed to be an alignment of department and individual performance. The department, which should derive its objectives from the concerned ministry's vision, 139 should make these clear to its personnel. Second, it pointed out that the APAR system needs to take into consideration the prioritisation of tasks while ranking officers. It suggested that this be done by prioritising tasks and using Key Performance Indicators (KPIs) to assign weights to each task. Third, it suggested that APAR should focus on assessing performance rather than the individual's personality. In this line, it recommended that there should be a 60 per cent weight on work output, and 40 per cent weight on personal attributes (instead of 60 per cent for personal and 40 per cent for work outputs that exist in the APAR system). Fourth, it recommended synchronised timelines between APAR and RFDs. Last, the Commission recommended the introduction of online APAR systems for all central government officers and employees. This recommendation was made after noting the success of the SPARROW (

Smart performance appraisal report recording online window),

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which was introduced for IAS officers, and allowed for adherence to the prescribed timelines in filling up the APARs. 1.7

Conclusion Performance evaluation holds a great importance in every organization i.e. corporate, business and also government organization. It is an essential medium through which the organization concerned prepares blueprint for future development and growth. The performance of every government servant is evaluated on an annual basis through his/her Annual Confidential Report (ACR). ACR is an important document providing the basic and vital inputs for assessing the performance of the Government servant and his/her suitability personal advancement, promotion, deputation, foreign or any other important assignments purported to be undertaken by him/her. The system of confidential reports about the performance of government servants is a means to an end, and not an end in itself. It is not a fault-finding process, but a development one.The main performance measure is the amount of money spent and the success of the schemes, programmes and projects is generally evaluated in terms of the inputs consumed. Its primary objective is to realize successful utilization of government policies and programmes. As the appraisal process is solely conducted by the superior authorities, chances for biased opinions are many in the final report. If the evaluated employee is not found in the good book of the evaluator, the report may be antithetical to the fact. If the true intent of personnel performance evaluation is meant to increase efficiency and boost morale of the employees, ACR practised in government sector does not fit the bill. A greater weightage is given to subjective factors than objective in the performance appraisal, from which promotions and postings flow. The current system assigns 60% weightage to personal attributes and functional competency (a subjective assessment) and just 40% to work output (an objective assessment).
140 The need of the hour is to infuse corporate blood into the bureaucracy by giving more weightage to results than to the personalities of the employees. The performance appraisal system should be tuned with the demands of changing time when competency of the employees matters a lot for improving the quality of bureaucracy. It should aim at enhancing core competencies of the civil servants in order to make them essential for carrying out good governance in India.

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Recent reform literature has rightly identified that moving towards this more holistic and constructive approach to performance can resolve structural problems in the current system. As alluded to by the Second

Administrative Reform Commission,

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real change in organisational culture emerges only in an environment where employees feel valued and experience a sense of progress and organisational concern. 1.8

Probable Questions 1. Write a brief note on the Personnel Appraisal Report (PAR) System in India. 2. Evaluate the need for Personnel Appraisal Report. 3. Analyse the changing nature of Personnel Appraisal Report (PAR) System in India. 4. Discuss the 360 degree model of Personnel Appraisal Report (PAR) System in India. 5. Point out the problems or challenges associated with the Personnel Appraisal Report (PAR) System. 6. What measures can be adopted to curb the challenges associated with the Personnel Appraisal Report (PAR) System? Discuss. 1.9 Further reading Aggarwal, A., & Thakur, G. S. M. (2013). Techniques of Performance Appraisal-A Review. International Journal of Engineering and Advanced Technology (IJEAT) ISSN, 2249-8958.

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https://cprindia.org/wp-content/uploads/2022/03/Performance-Management_5-March-22.pdf (open source) V. Balu (2006). Human Resource management, Sri Venkateswara Publications
142 Block IV: Employer-Employee Relations Unit-I: Employees Union Structure: 1.1: Objective- 1.2: Introduction 1.3: Definition and Function of Employees Union 1.4: Evolution of Employees Union in India 1.5: Nature and Scope of Employees Union 1.6: Summary 1.7: Sample Questions 1.8: Suggested Readings 1.1: Objective- After reading this present unit students will be able (a) to understand the definition, functions, evolution, nature and scope of employees union. (b) to appreciate that Employees unions contribute negatively and positively to both workers and employers. However, it turns out that it better the employer-to-employee relationship due to the formality and advantages brought about by trade unions to both parties, but it should be noted that it equally stresses this relationship since it profits more to the workers. (c) to realise that Unions represent individual members in grievances and disciplinary hearings. They also provide certain financial and legal benefits to members, including assistance with claims to employment tribunals and personal injury claims. 1.2: Introduction Trade unions are voluntary organisations formed to represent workers' interests, which working people are free to join or not. The principal purpose of a trade union is to regulate employee relations with an employer through: (i)collective bargaining (negotiation about pay and other conditions of employment) (ii)consultation (discussions about business and workplace issues that affect levels of employment and terms and conditions of employment). A collective agreement is a joint agreement made by the employer and the union to which both are committed. Unless it is in writing and contains a provision to the contrary, a collective agreement does not constitute a legally enforceable contract. Consultation is a process where the employer discusses issues with the union. Where it is "genuine" consultation, the employer will respond in detail to the points made by union representatives. However, the outcome of consultation is
143 usually a managerial decision rather than an agreement, although that managerial decision may be influenced by the representations made by the trade union representatives. Unions represent individual members in grievances and disciplinary hearings. They also provide certain financial and legal benefits to members, including assistance with claims to employment tribunals and personal injury claims. Many unions also have political funds (separate from their general funds) which enable them to engage in political lobbying and, in some cases, affiliation to a political party. Members of a trade union cannot lawfully be required to contribute to the union's political fund. 1.3: Definition and Functions of Employees Union: Independent employees union can be seen as one which is not to be under the control or domination of an employer. Statutory rights on consultation and recognition for collective bargaining which are given to trade unions only apply to unions that are independent.

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The extent of Employer-Employee relations in public service depends vastly on the nature of Civil Service unionism. The harmony and hostility of relations rests with the strengths and weakness and the philosophy of unionism among the government employees. Public-Employee relations are also governed by the changing nature of the public employer and its dictatorial or democratic attitude in solving the mutual problems. In this Unit, we propose to study the objectives of Civil Service unionism, the origin and growth of employees unions and

also the important functions and activities of the employees' union. The Employees Unions regarded themselves as a part of the

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administration. They are yearning for opportunities for full participation in the development of the country. The employees unions are positive assets to sound and progressive administration. The following may be said to be the objectives behind the establishment of organisations: 1) To acquaint the government with the point of view of the employees as there might be many problems where the management and the employees might be having differing point of views. 2) The

organisation provide

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an opportunity to the government to know the opinion of the employees on any given issue. No government can possibly contact all its employees individually. They could be easily contacted through the medium of the organisation. The opinion of the organisation is the collective opinion of the employees. 3) The organisation belongs to the employees. It stands with them through thick and thin. There is a feeling of oneness between the employees and the organisation. 4) The associations meet the social expectations of the members. It satisfies the ego of the office bearer. They feel that they are doing something useful and beneficial for their members. The unions make it possible for employees to express their point of view to the government as a whole, while developing a feeling of oneness between the employees and the administration. Thus, they help in developing harmonious relations between government and employees. The employees unions provide a feeling of identification with the securing of certain personal objectives. They want to do something for themselves. They provide an outlet for natural social aspirations of employees. The unions want to promote efficiency, protect merit systems and improve the quality of administration. 5)

according to Walters and Mishel (2003), compensation of workers members of trade union and those who are not a member of the trade union have been greatly impacted by these trade unions, whereby they clearly state that "Unions raise wages of unionized workers by roughly 20% and raise compensation, including both wages and benefits, by about 28%. 6)In addition to that, Walters and Mishel (2003) emphasize the advantages that trade unions have brought to workers such as reduction in wage inequality between the blue-collar and white-collar workers, setting
144 of ubiquitous payment standards followed by the member and non-member employers, benefiting of job advantages such as paid leaves, where they precise that 8% to 28% of worker are more likely to profit from health insurance from employers as well as other advantages. Based on their assertions, it is clear that trade-union greatly empower workers hence affecting the employer-to-employee relationship positively. "Unions play a pivotal role both in securing legislated labour protections and rights such as safety and health, overtime, and family/medical leave and in enforcing those rights on the job" Walters and Mishel (2003). Everything comes at a cost, so the cost of empowering workers and giving them more advantages at the workplace is clear that in the financial perspective, it is not of great advantage to employers since it means that employers need to spend more money in following regulations put in place by these trade-unions. The fact workers have these advantages does not mean that trade unions have no disadvantages to workers, especially for non-members. Some of these disadvantages according to Unions and Pettinger (2019) are unemployment due to high labour competitive market (high pays, mean employers should get the best workers for the pay too in order to balance the expenses), inflation due to high wages pushed up by powerful unions, productivity loss due to strikes, confrontations and difficulty to have an impact due to lack of organization. Important
functions of employees union are: (a)

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Protecting the rights of employees including ventilation of grievances and negotiation with the government. (b)Undertaking measures for social, economic, and cultural advancement of the employees. (c)Promoting academic matters including publication of journals and other literature. (d)Settlement of disputes through joint consultation/collective bargaining. (

e)

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Achieving free trade union rights including full citizenship with right to contest elections. (f)To ensure the framing of labour legislation to guarantee the growth of free trade unionism without discrimination between government and non-government labour. 1.4:

Evolution of Employees Union in India:

During

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the early British rule, there was little or no consciousness of common needs and interests among civil servants because of the greater inheritance and partnership in the administration by the English rulers. Indians who were largely employed at the pleasure of the Britishers, had little or no interest in the formation of an association and whatever urge there was, got submerged in the movement of the people for realisation of the goal of India's independence. Of course, before World War I there were associations of government employees such as the Amalgamated Society of Railway Servants of India and Burma (1897), the Indian Civil Service Association (1918), etc. but they were mostly manned

by Britishers

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and the Anglo-Indians. Hence, their existence carried not much significance in the development of unions except as a matter of historical interest. During the British rule of centralised administration, the general mass of lower and middle level civil servants did not find an opportunity to get organised. By the beginning of the 20th century, however, modern association had secured for itself a place in the economic and political life of the country. Employees organised themselves to press their demands but, by and large, it was only in those cases where they could evoke public sympathy that they succeeded, and such sympathy was hard to come by. After World War I, political and economic conditions in the country caused, partly by the freedom struggle led by Mahatma Gandhi and his followers and partly by the drain theory advocated by Dadabhai Naoroji as the cause of poverty of India, roused new aspirations in the minds of civil servants to form associations. Further the establishment of the International Labour Organisation (1919) had its impact on the growth of trade unions and staff associations in the country. Lower grade employees working in the Railways and the Post and Telegraph Department began to organise themselves into unions. While some unions chose to operate independently others felt the need for coordination of their activities 145 at the national level. The formation in 1920 of the All India Trade Union Congress (AITUC) was a manifestation of these urges. Further, the enactment of the Trade Union Act, 1926, facilitated the formation and growth of trade/staff unions in India. The setting up of the popular governments in the provinces in the late thirties under the Government of India Act, 1935, quickened the pace of the growth of unions and staff associations in the provinces. The Act vested in the governors the responsibility to "safeguard the interests and rights of civil servants. During World War II (1939-45) the relations between the government and its employees further deteriorated. Economic conditions began to worsen and the cost of living rose very high and this made the life of employees, especially the low paid, difficult. As a result, of an intense agitation resorted to by the unions of the Railways and the Postal employees for the amelioration of their condition of service, the government appointed a "Pay Commission" to go into the whole question of scale of wages, pensions and other conditions of service and also the question of setting up some machinery for negotiations between the government and the United Kingdom. The Commission was pained to find that there was "an absolute distrust on the part of many grades of public servants as to their ever receiving a fair response from the government to their representations". It strongly recommended that the administration should encourage and foster the growth of unions of civil servants. This recommendation gave a further impetus to the development and organisation of civil service associations. After the attainment of Independence, employees in the civil service felt pride in the formation of association. Slowly and gradually, all classes of civil servants began to organise themselves into associations. The Government of India felt the importance of associations and consequently an article to this end was incorporated in the draft constitution now the Indian Constitution in force from 26 January, 1950, which provides for the right to 'form associations and unions' subject to 'public order or morality'. Civil servants enjoy this fundamental right as much as any other group of citizens and their right to form unions or associations is no different from workers outside the government. This article is a milestone in the development of staff associations and unions in India as a whole. The civil servants outside the Railways and the P&T largely remained unorganised. There were loose organisations among the Income Tax, Audit and Accounts, Customs, Civil Aviations and Public Works Departments. The All India Federation of Income Tax Employees, though formed in 1949, was not recognised by the government as its President Asoka Mehta was not an employee of the Income Tax Department. It was only recognised in 1954 after its re-birth in 1953. It is now one of the strong federations with about 40 affiliated associations/unions.

The All
India Non-Gazetted Audit and Accounts Association was

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only recognised in 1956, though the employees started organising since 1923. It was de-recognised in 1959 and it took long time to get re-recognition. The All India Ordinance Employees Federation was set up in 1947 with heterogeneous Defence workers organisations. In May 1953, they united and formed All India Defence Employees Federation (AIDEF). In 1959, forty unions affiliated to the AIDEF left it and formed the Indian National Defence Workers Federation (INDWF) with the support of Indian National Trade Union Congress (INTUC). Both the Federations have been recognised

by

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the government. The employees unions in the Defence Ministry are large in number and strong in their representative capabilities. In 1947, there were 27 unions in P & T recognised

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the government. The government initiated a Realignment scheme, proposing all the unions to come under one Federation. Accordingly, all the Non- Gazetted employees of P & T were realigned into nine All India Trade Unions and National Federation of P & T Employees (NFPTE) came into existence in 1954. Since then till 1968, the NFPTE enjoyed exclusive recognition. In 1969, the P & T Department recognised rival unions and the Federation of National P & T Organisation (FNPTO). In spite of rivalry, the employees unions in P & T are very strong. The All India Railwaymen's Federation (AIRF) was formed in 1924. It has been one of the powerful trade unions in India under the eminent leadership of V.V. Giri, Jaya Prakash Narayan, N.M. Joshi, Peter 146 Alvares and George Fernandes. Till 1948, AIRF had the privilege of the exclusive recognition of the government. In 1949, the government also recognised a new organisation, namely the Indian National Railway Workers' Federation (INRWF). In 1953, a merger of the AIRF and INRWF took place and a new Federation in the name of National Federation of Indian Railwaymen (NFIR) came into existence. However, despite the unity efforts in 1957, the AIRF was revived. The former INRWF retained the name of NFIR. In 1974, a third Federation, viz., the Indian Railway Workers Federation was formed with the support of AITUC. There are also category-wise All India Associations, for Station Masters, Locomen Running Staff, Guards, Signals and Telecommunication Staff, Commercial Clerks, Ministerial Staff. The recognition of category-wise unions also became strong. 1.5:

Nature and Scope of Employees Union

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The organisation of employees was confronted with a number of problems during their growth and stabilisation. The most crucial problem was the struggle to achieve the right to form Unions/Associations. The Right of Association is central to the concept of constitutional democracy. It is difficult for anybody to function without freedom to associate with others. People find much of their identity in some form of group activity in economic, social, political and professional terms. It must be the obligation of the government to protect the right of Association from invasion and to refrain from making inroads into the right by its own activities. The Constitution of India under Article 19(1)(c) guarantees the right to form associations and unions to its citizens. It is natural that government employees also resort to take up association type of activity for protecting their service conditions.

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It is pertinent to note that the grant and continuance of recognition provides a legal status to the

Union/Association

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to represent the grievances of employees, negotiate and bargain with the employer. Recognition encourages legitimate union activity. The Indian Trade Union Act, 1926 did not extend its provisions to the civil servants. The Trade Union Law has made no provision for compulsory recognition of unions by the employers. In spite of the limitations and restrictions the employees organisations focussed their grievances from time to time since the 1920s. To curb the mounting unrest and the threat of direct action, the government issued the Central Civil Services (Conduct) Rules, 1955 and they were amended in 1964. In 1959, a new set of Rules known as the Central Civil Service (Recognition of Service Associations) Rules, 1959 were made under Article 309 and clause 5 of Article 148 of the Constitution of India. The provisions of the Rules laid certain conditions for purposes of recognition: a) No person, who is not a government servant, is connected with the affairs of the Association. b) The executive of the Association is elected from amongst the members only. c) The Association shall not respond to support the cause of individual government servants. d) It shall not maintain any political fund or lend itself to the propagation of the views of any political party or politician. The Ministry of Labour issued separate rules for recognition of unions of workers who are industrial employees. According to these rules: a) The membership of

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union must be confined to workmen employed in the same industry or industries closely allied or connected with each other. 147 b) The union must be a representative of all workmen employed in that industry. No class of workmen must be excluded from membership. c) The union must be registered under the Trade Union Law. d) The union must make a suitable provision in their constitution regarding the procedure for declaring strikes. The Railway Ministry also issued another set of rules for the recognition of associations of Non-Gazetted Railway servants. However, they are not very different from the Rules of the Labour Ministry. The grant and continuance of recognition under the Labour and Railway Ministry's Rules rests with the discretion of the government and the Rules of Ministry of Home Affairs (Rules of Recognition, 1959) also provide recognition only when specified conditions

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fulfilled. Except in the case of civil servants who are governed by the Recognition Rules of 1959, both Labour Ministry's rules and the Railway Ministry's rules permit the association of outsiders as the executive of the unions. However, the former employees and retired employees are allowed in civil service associations. The Recognition Rules of 1959 restricted the free movement of trade unions. According to the rules every association which seeks recognition has to submit a list of members and office bearers and must have at least 15 per cent of a distinct category of government servants as members. The rules were stringent and demanded liberal application of the rules. For a long time the government had not followed any clear policy in regard to recognition. The unions had to fight and struggle to get the recognition as different ministries had followed different recognition rules.

The Recognition Rules of 1959, have undergone a further change in the form of Central Civil Services (Recognition of Service Association) Rules, 1993. These Rules have been notified in part (II), Section 3, Sub-Section (I) of the Gazette of India dated 5 th November 1993. These Rules apply to all Service Association of Central Government employees including civilian employees in the defence services, but not to industrial employees of Ministry of Railways and workers employed in Defence installation of Ministry of Defence for whom separate Rules for Recognition exist. The Service Association which fulfils the following conditions may be recognised by the government, namely, a) An application for recognition of Service Association has been made to the Government containing Memorandum of Association, Constitution Bye-Laws of the Association, Names of the Office-Bearers, total membership and any other information as may be required by the Government; b) The Service Association has been formed primarily with the object of promoting the common service interest of its members; c) Membership of the Service Association has been restricted to a distinct category of Government Servants having common interest, all such Government Servants' being eligible for membership of the Service Association; d) (i) the Association represents minimum 35 per cent of total number of a category of employees provided that where there is only one Association which commands more than 35 per cent membership, another Association with second highest membership, although less than 35 per cent may be recognised if it commands at least 15 per cent membership; (ii) The membership of the Government Servant shall be automatically discontinued on his ceasing to belong to such a category; e) Government employees who are in service shall be members or office bearers of the Service Association;
148 f) The Service Association shall not be formed to represent the interests, or on the basis, of any caste, tribe or religious denomination or of any group within or section of such caste, tribe or religious denomination; g) The Executive of the Service Association has been appointed from amongst the members only; h) The funds of the Service Association consist inclusively of subscriptions from members and grants, if any made by the Government, are applied for the furtherance of the objects of the Service Association. 1.6: Summary

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Public employees have in many countries demanded the right to form Employees Unions. There is a high degree of variation among the public employee organisations and in the nature of formal relations between the unions and their governments. Their fundamental objectives are to get redressed of the grievances of the employees pertaining to the service conditions through joint consultation, collective bargaining and by direct action if felt necessary.

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Ultimately they have aimed at maintenance of harmonious relations between the government and employees by settling their problems through negotiations in

a peaceful manner in order

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to promote efficiency protect merit system and improve the effectiveness of

the administration. Contrary to what it might seem, trade unions are not only profitable to workers but are also beneficial to employers because they permit an employer to negotiate wages with greater simplicity, greater employee satisfaction resulting in higher productivity, reduction in employee turnover and better competitiveness due to ease in the change process. 1.7: Sample Questions Essay Type: 1. Discuss the evolution of employees union in India. 2. Analyse the changing nature and scope of employees union. Long Type: 1. Describe the functions of employees union. 2. Explain the various rules of recognition of employees union. Short Type: 1. Write a short note on definition of employees union. 2. Identify the importance of Indian Constitutional provisions for strengthening employees union. 1.8: Suggested Readings
149 Aggarwal, A.

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P. (1972). Freedom of Association in Public Employment. Journal of Indian Law Institute. 14(1): 1-20.

Goel, S.L. & Rajneesh, S. (2008). Public Personnel Administration Theory & Practice. New Delhi, India: Deep & Deep Publications Pvt. Ltd. Nigro, F.A. (1963). Public Personnel Administration. Pennsylvania, USA: Hott Rinehart and Winston. Rao V.B. (1978). Employer-Employee Relations. New Delhi, India: Concept Publishing House. Rao V.B. (2008). Public Administration: Steel or Plastic Frame. Delhi, India: Kalpaz Publications. Walters, M. and Mishel, L., 2003. How unions help all workers. [online] Economic Policy Institute. Unit-2: Joint Consultative Machinery Structure: 2.1: Objective- 2.2: Introduction 2.3: Definition and Functions of Joint Consultative Machinery 2.4: Evolution of Joint Consultative Machinery 2.5: Changing Nature and Scope of Joint Consultative Machinery
150 2.6: Summary 2.7: Sample Questions 2.8: Suggested Readings 2.1: Objective- After reading this unit, students should be able: (a)

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to understand the significance of the joint consultation in civil service staff relations (

b) to explain the evolution of joint consultative machinery (c)to provide an

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outline the functions of the Joint Consultative Councils and the Board of Arbitration (d) to evaluate the functioning of the Joint Consultative Machinery, and (f) to discuss suggestions for the improvement. 2.2: Introduction The history of the civil service staff relations is characterised by the recognition of the fact that employees at work like to be treated as human beings. The recognition of the human dignity was one of the cardinal factors that lead to the resolutions of the grievances of the employees in a peaceful manner, in democratic method and at regular periods. The early employer-employee relations in the government service followed the traditional pattern, where the government employees were expected to owe unquestionable loyalty to the State. Therefore, the conditions of service of the employees were determined unilaterally by the government without consulting the employees. The labour in the private sector secured benefits in matters of wages and working conditions as a result of effective labour organisation and militant actions. This led to the conviction among government employees' organisations that through joint and united efforts and concerted action only they could ensure improvement in their service conditions. Accordingly, the government employees resorted to strikes and brought pressure on the government to negotiate in good faith with its employees. They demanded the State 'to be a model employer for promoting sound employer- employee relations. Modern democratic governments with large-scale administrative organisations committed to the all-round development of the society cannot carry out their policies and programmes without the active cooperation and participation of

the

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employees. Therefore, harmonious staff relations are absolutely necessary for ad3ministrativeefficiency and it is not possible for the governments to maintain cordial relations without an effective form of consultation and negotiation. For this reason, the civil service staff relations policies and programmes must be consistently blasted on the principles of democratic government. Strikes by the government employees, it was realised, cannot be prohibited without

Joint Commutative

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providing suitable framework of joint consultation, collective negotiation procedures and methods of dispute settlement by compulsory arbitration. As such, establishment of a grievance redressed and disputes solving machinery was considered the "essential half-way house" between the unilateral imposition of conditions of service in the public employment by the state as employer on the one hand, and deadlocks and strikes on the other. It was felt that all matters relating to pay, hours of work and conditions of service may be negotiated by the representatives of the employees and the employer. Thus, the discussions in joint consultative bodies generally relate to the exchange of information and consideration of the suggestions for improving safety, security, health and welfare and increase of productive efficiency. The results of such mutual discussions usually take the shape of recommendations framing the final decision to the government. The emphasis in joint consultation is 151 mainly on informal method and cooperation based on common interests and good faith to improve the working conditions of employees and to increase the efficiency of administration. The simple aim of such relationship is to facilitate and promote peaceful resolution of conflicting interests. 2.3:

Definition and Functions of Joint Consultative Machinery

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After discussions between the government and the employees organisation, the Government of India decided in 1963 to introduce a scheme for joint consultative machinery and compulsory arbitration. On many aspects of the scheme the employees organisations expressed doubts and opposed certain proposals of the government. The government wanted to bring all the employees (including inpustrial employees) under one umbrella. Therefore, there were discussions on many occasions at all levels for three years and all the doubts were clarified and there was a general consensus that a fair'trial be given to the scheme. Thus, the Joint Consultative Machinery and Compulsory Arbitration Scheme for Central Government Employees

was

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inaugurated on October 28,1966. The inauguration of the Scheme of J.C.M. was considered "opening of a new chapter" and hoped that the relationship of Governments with its employees would enter a new era of more fruitful cooperation. The Scheme was designed "with the object of promoting harmonious relations and securing the greatest measure of cooperation between the government and its employees in matters of common concern, and with the further object of increasing the efficiency of the public service combined with the well-being of those employed" The Scheme is a voluntary one. The government and the employees unions and associations who participate in the scheme are required to subscribe to a Declaration of Joint Intent. Accordingly, both the sides (the government and the staff associations and unions) agreed to a full and frank discussions on all matters in the Joint Councils to reach agreements. The unique feature of the Scheme is its coverage of both industrial and non-industrial of the government. In this regard it differs from the Whitley System which is concerned with only non-industrial civil service. Another difference is that the J.C.M. Scheme does not cover "the class I, class I1 services, employees of industrial establishment and the union territories and police personnel" Yet another difference is that the fundamental objective of Whitley System viz., to provide machinery for dealing with grievances and to bring together experience and points of view of representatives of different classes and grades of civil service is not stated in the J.C.M. Scheme.\ The J.C.M. provides for a three-tier structure and Joint Councils at the National, I ~departmental,

regional and
office

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levels. The J.C.M. Scheme is a bi-partite body consisting of the representatives of the government (official side) and the representations of the recognised employees organisations (staff side). The official side is nominated by the government and the staff side seats allocated to different associations/unions/

federations recognised
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the government. The Scheme broadly covers about 3 million regular class I11 and IV civil employees of the Central Government including industrial employees working in the departmentally run undertakings like the Railways and workshops and production units of various ministries. Though the Indian J.C.M. Scheme was modelled after the Whitley System in U.K., the Indian Scheme could not inculcate in its scheme, the spirit and the long experience of the Whitley system. It is more a joint consultative machinery than a bi-partite participative agency. The Joint Councils deal with all matters concerning the conditions of work, standards of work, efficiency and staff welfare. However, in matters of recruitment, promotion and discipline, consultation is limited only to matters of general principles and individual cases are not considered. The Councils may appoint Committees to study and report on any matter falling within t5eir scope. All the agreements reached between the official and staff sides of a council will become operative subject to the final authority of the Cabinet. If the matter is arbitral and a final disagreement were to be recorded it may be referred to 152 arbitration, if either side desires so. However, compulsory arbitration is not available at regional office council

level.

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Compulsory arbitration is a part of the scheme for Joint Consultation Machinery and Compulsory Arbitration for Central Government Employees.

The

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government is required to appoint a Board of Arbitration under clause 19 of the scheme. The Board consists of three members. one is drawn from a panel of five names submitted by the official side, second from a similar panel submitted by the staff side of the National Council, and the third a Chairman, who is an independent. The Chairman and the members are selected by the Ministry of Labour. The first Board of Arbitration was established in July 1968. The jurisdiction of the arbitration matters is limited to: a) pay and allowance b) weekly hours of work and c) leave of 'a class or grade of employees'. Individual cases are not subject to compulsory arbitration. Guidelines are laid down for the Board of Arbitration to arrive at decisions and its jurisdiction in certain matters is barred. Further, matters determined by the government in accordance with the recommendations of a commission are not arbitrable for a period of five years from the date of the recommendations and orders issued by the Government in pursuance of the recommendations of the Board of Arbitration remain in operation for three years. The recommendations of the Board of Arbitration are binding on both the sides but the Parliament may modify or reject them on grounds of national economy or social justice. In the very first and second meetings of the National Council the government rejected to refer to the compulsory arbitration the major demands of the staff side like the 'need' based minimum wage, and merger of D. A. with basic pay. On this issue the employees went on a day's token strike on 16th September 1968 much against the Declaration of Joint Intent. During 1968-88, a total number of about 200 references were made to the Board of Arbitration and it gave 175 awards. In more than 150 cases the staff side either fully or partially benefited. The number of employees benefited due to the awards of the Board of Arbitration runs into millions. Most of the cases referred were pertained to pay scales and allowances. The arbitration awards clearly favoured the claims of the staff side. In a way, compulsory, arbitration in India contributed to development of harmonious staff relations in the Government of India. 2.4:

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Evolution of Joint Consultative Machinery It was the introduction of 'Whitleyism' in 1919 in the British Civil Service Staff relations hailed by several countries as the novel method in the area of human relations. The Whitley system which involves formal as well as informal consultations and negotiations leading to agreement or arbitration has been an example followed in a large number of countries of the British Commonwealth with certain modifications. The staff relations in the British Civil Service are maintained through Whitley councils method. The Civil Service National Whitley Council is responsible for joint consultation on conditions of service affecting civil servants in general irrespective of the department to which they belong. The Departmental Whitley Councils are responsible for staff matters within their departments. Local Whitley Committees discuss matters affecting the local working conditions and day-to-day problems. The Government of India and the organisations of employees struggled nearly for three decades to have staff relations on the pattern of Whitley Councils in the U.K. The issue was first raised in 1928 anti again in 1942. The Royal Commission on Labour in 1931 recommended the establishment of a joint standing machinery for Railways. However, the Home Department did not accept the proposals, in spite of the favourable attitude of the Labour Department. The government referred the matter to thc Central (First) Pay Commission in 1946 to enquire on "The machinery for negotiating and setting the questions relating to conditions of service which may arise out of differences between government and its employees".

With a concept to maintain a healthy employees- employer environment, the Union Govt started the Scheme for Joint Consultative Machinery and Compulsory Arbitration in the year 1964 to settle the
153 matters related to the Central Govt employees through negotiations in a time bound manner. The scheme says that it has been introduced with the object of promoting harmonious relations and of securing the greatest measure of cooperation between the Government, in its capacity as employer, and the general body of

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its employees in matters of common concern, and with the object, further, of increasing the efficiency of the public service.

Applicability 3. The Scheme covers all regular civil employees of the Central Government, except: a. the Class I services; b. the Class II services, other than the Central Secretariat Services and the other comparable services in the headquarters organization of the Government; c. persons in industrial establishments employed mainly in managerial or administrative capacity, and those who being employed in supervisory capacity draw salary in scales going beyond Rs. 2900/- per mensem; d. employees of the Union Territories; and e. police personnel. Scope of Joint Councils

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The scope of the Joint Councils includes all matters relating to conditions of service and work, welfare of employees

and improvement of efficiency and standards of work, provided, however, that (i) in regard to

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matters of recruitment, promotion and discipline, consultation is limited to matters of general principles

only, and (ii) individual cases are not considered. While the National Council deals only with matters affecting Central Government employees generally, such as pay of common categories of staff, allowances, etc., the Departmental Council deals with matters affecting only the employees in the Ministries/Departments concerned. The Office/Regional Councils deal with regional or local issues only. Structure of Joint Councils The Scheme provides for setting up Joint Councils at the National, Departmental and Regional/Office levels. The National Council is the apex body. Its Constitution is given in Appendix III. The detailed rules governing the Conduct of Business of the National Council are given in Appendix IV. Departmental Councils under the Scheme are set up in the Ministries/Departments. A Model Constitution of the Departmental Council is added at Appendix V. There will normally be one Departmental Council for each Department. For two or more small Departments under a Ministry, there may, however, be a single Council, especially if the nature of duties in the departments are similar. The instructions governing the Conduct of Business of the Departmental Councils are at Appendix VI. There will also be Regional/Office Councils where the structure of a department permits the setting up of such a Council. The Model Constitution of the Office Council is at Appendix VII. Composition of various Joint Councils is as follows: Maximum number of representatives Official Side Staff Side National Council 25 60 Departmental Council 10 20 to 30 Office Council 5 8 The Chairman may, in addition, nominate any temporary member to the Official Side in connection with any particular item to be discussed at the meeting of the Council. Distribution of staff side seats Where there are two or more Unions/Associations representing different categories of staff the Chairman shall distribute the total permissible representation on the Council on the basis of the respective numerical strengths of the categories concerned. Where there are two or more Associations/Unions representing the same categories of staff the total permissible representation shall be distributed by the Chairman on the basis of the respective membership of each Union/Association. If there has been change in the membership of the Association/Union proportional representation given could only be changed after verification of membership to be done in the manner advised by the Chief Labour Commissioner. Distribution of seats may also be done by the Chairman in consultation with the Associations/Unions in any other manner acceptable to Associations/Unions. It further says that: Conduct of business in the Joint Councils: Frequency of Meetings The ordinary meetings of the Council shall be held

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as often as necessary, and not less than once in four months.

A notice of an ordinary meeting shall be sent to all members not less than fifteen days before the date of the meeting. As far as may be possible, the date of the next ordinary meeting shall be fixed at each meeting of the Council. Meetings of the Joint Council at Office level shall be held at least once in two months. A special meeting of the Council may be called by the Chairman on his own or on a request from either the Official Side or from the Leader of the Staff Side. A notice of such a meeting shall be sent to all members not less than then days before the date of meeting. GOI decision The meetings of the Departmental councils should be held regularly in accordance with the relevant provisions in the rules for conduct of business of the various
154 Departmental Councils. (O.M. No. 4/1/67-JCA, dated 5-3-1968). Nomination of representatives on the Staff Side by recognized Employees' Organisations (1) At the commencement of the constitution and thereafter when occasions arise each recognized employees' organisation, which term shall include a Federation, a Confederation, an Association and a Union eligible for representation on the Council, shall be intimated in form 'A' the number of members it may nominate on the Council. (2) On receipt of intimation as in clause (1), a recognized employees' organization may intimate in form 'B' the names of its representatives nominated by its Executive Committee. (3) In the event of retirement, resignation, death etc. of a representative of an employees' organization such organization may nominate or, in the case or retirement re-nominate its representative in form 'C'. (4) On receipt of intimation under clause (2) and (3) above, as the case may be, the Chairman of the Council shall consider whether the nomination is in accordance with the provisions of the scheme and inform the employees' organization concerned. 2.5: Changing Nature and Scope of Joint Consultative Machinery

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As per the decisions of the Cabinet sub-committee the Staff Committees were renamed as Staff Councils without any change in their constitution, objects and the rules of procedure. A Coordinating Committee consisting of representatives of the Ministry of Home Affairs, Finance, Works, Housing and Supply and the concerned ministry was constituted to decide matters which remained unresolved in the Staff Councils. The Ministry administratively concerned with Staff Councils decide what matters should be brought before the Coordinating Committee. The Staff Councils during their existence (1954-59) made many recommendations. Most of them were accepted and implemented by different Ministries. But they were unimportant items like water coolers, transport facilities, grant of leave, office uniforms, canteen facilities, dispensaries and first aid boxes etc. Neither the machinery t of administration was improved nor the important grievances of the employees were redressed. The Second Pay Commission report observed "due to lack of will on the part of the Government to accept the principles of joint consultation failed as an effective instrument for prevention of the disputes." Therefore, the Second Pay Commission proposed that "the situation required the 'establishment of machinery which fully in spirit and largely in form followed the Whitley Machinery in the United Kingdom". Thus, the Staff Committees and Councils had "little in common with the Whitley Machinery" and failed to square up with the real Whitley spirit. In India, the government civil employees have not shown any remarkable preference for a joint consultative machinery. On the other, the government did not consult the organisations of the employees when it introduced the Staff Committees and Councils. It was a unilateral attempt for a bilateral purpose. The Whitley cause also could not be served in the absence of arbitration machinery for resolving the disputed matters. Further, due to thcir advisory nature the scope of the Staff Committees/Councils and their activities were much restricted and the way in which they were handled by the officers further limited their utility. There was no Central Joint Staff Council like the National Whitley Council to consider issues of common and general application to all the employees of the Ministries. As the Civil Service Unions Associations were not involved, the organised sections of employees declared no faith, rejected the Councils and considered them as "merely eye-wash". The officials at the top level were responsible for the ineffective functioning of Staff Councils for want of Whitley thinking. The staff representatives on the Committees/Councils lacked the necessary leadership to represent their views effectively. In actual practice, they merely acted as forums for the staff to ventilate their grievances and put forward them to the nominees of the government in the Staff Councils.

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In 1960, the Central Government employees went on strike for five days from July 11-16. One of their demands was the establishment of joint consultative machinery (J.C.M.). Immediately, the Government decided to set up the J.C.M. and proposed a scheme. Accordingly, three-tier machinery with joint 155 consultation at the Central, the Departmental and regional and local levels as supplementary to existing arrangements was ' proposed. The scheme covered all the civil employees of the Central Government including the P&T Department, Civil Aviation Department and the Ministry o Defence. The Scheme proposed an arbitration tribunal with a limited compulsory arbitration provision. The government during 1960-61 proposed to bring two bills before the Parliament to give statutory effect to the proposed J.C.M. and ban strikes by government employees. The employees' organisations protected against the proposals of the government and refused to give up right to strike and disassociate outsiders from their organisations. After discussions between the government and the employees organisations, the Government of India decided in 1963 to introduce a scheme for joint consultative machinery and compulsory arbitration. On many aspects of the scheme the employees organisations expressed doubts and opposed certain proposals of the government. The government wanted to bring all the employees (including inpustrial employees) under one umbrella. Therefore, there were discussions on many occasions at all levels for three years and all the doubts were clarified and there was a general consensus that a fair trial be given to the scheme. Thus, the Joint Consultative Machinery and Compulsory Arbitration Scheme for Central Government Employees was inaugurated on October 28,1966. The inauguration of the Scheme of J.C.M. was considered "opening of a new chapter" and hoped that the relationship of Governments with its employees would enter a new era of more fruitful cooperation. 2.6:

Summary

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Despite the limitations of the scope and jurisdiction of the joint consultation and arbitration, the Government and Civil Service Unions realised the utility of the scheme over a period time. If the scope of the joint consultation is widened and full opportunities are provided for the staff to participate in administration it is easy to secure the cooperation of the staff and responsibility in personnel administration. Further, the official side has to change much of its bureaucratic attitude to the problems of the employees and towards the spirit of joint consultation and negotiation. 2.7:

Sample Questions Essay Type: 1. Discuss the rationale for establishment of joint consultative machinery. 2. Analyse the various stages of evolution of joint consultative machinery. Long Type: 1. Describe the role of arbitration in joint consultative machinery 2. Explain the various efforts of Government of India towards establishing joint consultative machinery. Short Type: 1. Write a short note on staff council 2. Identify the scenario in Britain leading to formation of joint consultative machinery. 2.8: Suggested Readings

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Bhaskara Rao V. 1978. Employer-Employee Relations: A Critical Study of 156 Government of India and its Employees, Concept Publishing House. Delhi. Henry Parris, 1973. Staff Relations in the Civil Service - Fifty Years of Whitleyism, George Allen & Unwin Ltd.: London. Saxena Pradeep, 1987. Personnel Administration and Management, Printwell Publishers: Jaipur.

Unit-3: Rights of Public Servants Structure: 3.1: Objective- 3.2: Introduction 3.3: Classification of Rights 3.4: Effects of Right of Public Servants 3.5: Employee-Employer relation and Rights of Public Servants 3.6: Summary 3.7: Sample Questions 3.8: Suggested Readings 3.1: Objective- The objective of the unit is to make the students understand the basic argument of rights of public servants so that they should be able to: (a)

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explain the fundamental and other rights guaranteed to the citizens and the public servants (b)discuss the restrictions imposed by the government in exercise of the rights by Public Servants (c)highlight the service rights of the government employees. (

d)employment relationship is the legal link between employers and employees. It exists when a person performs work or services under certain conditions in return for remuneration. (e) the key point of reference for determining the nature and extent of employers'

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rights and obligations towards their workers. 157 3.2: Introduction In regard to various rights of public servants, different countries have evolved different systems of rights over a period of time depending upon the genius of their peoples their historical background, the stage of their economic development and their political and administrative structure. The public servants are first citizens and then employees. But they have a special duty to maintain the structure of the states' Law and Order. There is a special status of double status applicable to the employees as citizens and as Public Servants. Their position is closely related to the conception of democratic government which expects

employees to render

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faithful service to all the people, without the thought of their own interests. There are also arguments that public employees must be granted the role of ,the normal citizen even though they are public employees and they cannot be treated as second class citizens.

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The constitutions of different countries guarantee certain fundamental rights to all the citizens irrespective of birth, caste, creed, colour

or

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sex. The public servants are the citizens of the country, constitutions empower the states to regulate their rights and impose obligations on the public servants.

The employment relationship is the legal link between employers and employees. It exists when a person performs work or services under certain conditions in return for remuneration. It is through the employment relationship, however defined, that reciprocal rights and obligations are created between the employee and the employer. It has been, and continues to be, the main vehicle through which workers gain access to the rights and benefits associated with employment in the areas of labour law and social security. The issue has become more and more important because of the increasingly widespread phenomenon of dependent workers who lack protection because of one or a combination of the following factors: (a) the scope of the law is too narrow or it is too narrowly interpreted; (b) the law is poorly or ambiguously formulated so that its scope is unclear; (c) the employment relationship is disguised; (d) the relationship is objectively ambiguous, giving rise to doubt as to whether or not an employment relationship really exists; (e) the employment relationship clearly exists but it is not clear who the employer is, what rights the worker has and who is responsible for them; and (f) lack of compliance and enforcement. 3.3: Classification of
Rights The rights guaranteed to the citizen by the Constitution may be classified into following: 1.

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Personal Rights Some of the personal rights are: 158 a) Right to life and liberty: The private life of an individual is considered a matter of his conscience, freedom of which is guaranteed by all the states. The Constitution of India (Article 21) provides protection of life and liberty to all persons. It includes also the freedom of movement. b) Equality before law and equal protection of law (Article 14): It means that the state cannot discriminate the citizens on grounds of religion, race, caste, sex, or place of birth. However, Article 15 provides protective discrimination and reservations for women, children, backward castes, scheduled castes and scheduled tribes as "Socially and Educationally Backward Classes of Citizens" in the matters of education and employment.

c)

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Right to freedom of Religion (Articles 25-28): Under this right, all persons have the freedom of coscience and the right to profess, practise and propagate religion under certain regulations. d) Right to private property: Under this right all the persons may acquire, hold and dispose property. e) Right to practise any profession or to carry out any occupation, trade or business.\ The Constitution guarantees all these rights to the citizens, but in regard to the public servants, the state regulates their personal conduct and private relationships which tend to affect their integrity, reputation, confidence and the dignity of the public office. Therefore, the governments through Civil Servants Conduct Rules and Codes prescribed and regulated the required behaviour from the public employees. The relationship between the government and the civil servants rests on contractual basis Any breach of the code, conduct rules and the contract leads to different types of punishment, dismissal from service. However, the imposition of these restrictions is not an abrogation of their fundamental rights or an invasion of fundamental rights 2. Civil Rights With regard to civil servants, civil life, the state regulates their conduct and private relationship in so far as they tend to affect their integrity and reputation. In view of this, certain restrictions are placed on an official's right to take part in private business. In most cases, it is positively forbidden for an official to have any business dealings in the fields with which helshe comes into contact in the ordinary course of him/her duties. The temptations which might arise could place an unreasonable - strain on one's integrity, particularly if his official duties require him to control certain branches of business. Therefore, certain restrictions, limitations are imposed by the Civil Service Regulations. Except with the previous permission of the government, no civil servant can engage in trade or business or in support of the business owned or managed by any members of the family. American government restricts the personal right of civil servants in the sense that they cannot coach anybody either individually or in group in order to prepare him/her for taking the competitive examinations for entry into government service. It is improper for any government servant to be associated with any such programme either by way of tuition or in any other manner. The government servants cannot accept the membership of such societies, institutions or clubs which oblige their members to go on strike in pursuance of their objectives. But with the framework of the rules the federal employees have the right to petition to the Congress either individually or collectively. In France the civil servants enjoy civic rights more than any other country. They may join any political party. They have the right to strike. These rights have wide and far-reaching consequences. The government servants in India, U.K. and U.S.A. do not have such rights. Right to Contract Freedom of contract is a fundamental right of the citizens. In view of the integrity and impartiality, for the civil service this right to contract is restricted.

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Right to Vindication of his Acts or Character In parliamentary democracy where the civil servants are expected to be in the background and where they are supposed to be neutral, the minister holds responsibility for the commissions and omissions of the civil servants. As such, in India, the civil servants are precluded from taking recourse to a law court or to the 159 press for the vindication of any of their official acts which has been subject matter of adverse criticism or attach of defamatory character. However, in France, the civil servants have the right to file suits in the courts against such administrative decisions which have an adverse impact on the collective interests of the civil service and in the event of violation of rules and norms of personnel administration. The government employees are also required to so manage their personal affairs as to avoid habitual indebtedness of insolvency as it affects their own reputation as well as the government. Subscriptions and Gifts Civil servants are not allowed to ask for or accept any contributions or associating themselves with the raising of any fund in pursuance of any object. It was declared that in the interest of maintaining the efficiency and integrity of government employees, it is essential to prevent them from soliciting or receiving funds for any purpose unconnected with his office. Public employees also cannot accept any gifts. Even their family members are also not permitted to accept any such gifts. They have to report to the government when they accept any gifts and seek permission of the government to accept them. 3.

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Political Rights The right of political activities of the public servants in a democratic government is determined by the constitutional theory of government. Political neutrality of civil servants has been regarded as one of the cardinal conditions for the success of a democratic government While the

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concept of political neutrality has been kept intact, particularly of the higher civil service, a distinction has been drawn between national and local political activities. The civil servants has been classified into (a) the politically free group (b) the

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political activity, subject to permission. In regard to local political activities, barring those civil servants who are required to obtain permission for participation, all others allowed to take part in those activities. A civil servant in the politically free group who is contesting for parliament is obliged to submit his resignation before nomination. He is entitled to be reinstated in the post whether he is elected to parliament or not. All staff in the intermediate and restricted groups who have not been given permission to engage in any of the political activities are expected at all times to maintain a reserve in political matters and not to put themselves forward prominently on one side or the other. 4.

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Trade Union Rights Right to Association The public servants in Australia and France enjoy the right to association with trade unions. In Canada, India, Germany and England certain restrictions are imposed upon public servants' right to association. In Germany its Civil Servants may join or form only those associations whose objectives are in keeping the objectives of existing constitutional order only. In Canada and England the public servants are not allowed to associate with outside unions. In India the right to association has been guaranteed to every citizen. Public Servants, therefore, are free to form associations or join associations already in existence, but the government would consult or negotiate with only those associations which have been recognised by it. In United States the public employees are legally free to form associations and unions and to associate themselves with outside associations or organisations. Right to Strike Whether the civil servant's right to strike is granted or not, this right is exercised widely in India, France, Canada, Australia, America and in England. In England the public servants are not denied the right to strike under the law. In France they have the right to strike. In Germany, however, public servants right to strike does not exist under the law. The penalties for violating the law include loss of one's job. In India all non-industrial public servants are denied the right to strike the law. The public employees in America do not have right to strike, under the provisions of the Act of 1947 strikes by the Government Servants 160 had been declared illegal. In all the countries, wherever the employees go on illegal strikes, penalties or punishments are awarded as per the disciplinary or Conduct Rules. 5. Service Rights Civil Service has a special relationship with its government when compared to the relationship between employer and employee in private employment. The civil service enjoys good prospects of public employment like the security of tenure, career, service facilities, superannuate benefits. On the other it maintains relations with the public in whom the state sovereignty lies. As such the civil service occupies a key position in the government. Therefore, the state provides certain service rights to the employees to enable them to discharge their rightful job in the right manner. Appointment Today, the public employer in democratic countries guarantees equal protection of the laws to all citizens seeming public employment. However, under the constitutional provisions or executive orders certain 'reservations' are made to the minorities and backward communities and socially weak. The judiciary has viewed such representative public services as desirable. However, the principle of equality of opportunity cannot be denied by the process of selection. But, discriminatory law in respect of residential\ qualifications, age, language, etc., may be enacted by the state. Thus, in India, reservations are provided in public employment rights. The state is empowered to require every able-bodied person within its jurisdiction to work for a reasonable period for "public purposes" such as Defence services, Home guards, social services etc. Public employees are expected to serve anywhere under any conditions prescribed by the government. Lie Tenure Public employment is more attractive dueto its life tenure and prestige attached to it. However, the sovereign employer enjoys the pleasure to terminate, dismiss the services of any employee, without assigning any reasons for such kind of action. The principle of 'during the pleasure of the government' has now been converted in practice into 'during the good behaviour'.

The civil servants are also entitled to certain privileges, facilities, allowances, advancements and promotions under the rules prescribed from time to time. The government cannot alter the conditions of their service to the disadvantage of the employees except by changing the existing Laws and

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Rules. Procedural safeguards in the event of removal or dismissal The constitution and the rules framed under the provisions of the constitution provides certain important procedural safeguards to prevent any injustice. Any punishment can be imported on the civil servant only according to prescribed procedure, which is laid down in India under Classification, Control and Appeal Rules (CCA Rules). As per the Rules no civil servant can be removed or dismissed by an authority subordinate to the one who appointed him. No one can be removed or dismissed until the civil servant has been given a reasonable opportunity of showing cause against the action proposed to be taken. Compulsory retirement before the age of superannuation is not considered removal or dismissal as there is no substantial loss of accrued service benefits like pension etc. 3.4:

Effects of Right of Public Servants

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Although the service tenure of all government employees is at the pleasure of the government, normally, they hold office during the good behaviour and their terms of service are regulated by Executive Rules and Administrative orders. Such of the Rules and Orders are issued subject to the provisions of the constitution. Sometimes the government is required to consult the public service commission for their opinion. Therefore, the governments cannot make rules and change rules without constitutional authority, 161 The government is further required to place these rules and regulations on the Table of the Legislature for their approval. Thus, the civil servants enjoy privileges and rights guaranteed by the constitution. The civil servants are not at the mercy of the executive government without changing the existing rules.

A general discussion took place on the scope of the employment relationship in 2003 and in 2006 the International Labour Conference adopted the Recommendation (No. 198) concerning the Employment Relationship . This Recommendation covers: • the formulation and application of a national policy for reviewing at appropriate intervals and, if necessary, clarifying and adapting the scope of relevant laws and regulations, in order to guarantee effective protection for workers who perform work in the context of an employment relationship; • the determination - via a listing of pertinent criteria - of the existence of such a relationship, relying on the facts relating to the performance of work and the remuneration of the worker, notwithstanding how the relationship is characterized in any contrary arrangement that may have been agreed between the parties; and • the establishment of an appropriate mechanism - or the use of an existing one - for monitoring developments in the labour market and the organization of work so as to be able to formulate advice on the adoption and implementation of measures concerning the employment relationship. In preparation for these discussions at the ILC, the Office undertook a number of national studies that demonstrate that many workers suffer from a lack of protection arising from disguised or ambiguous employment relationships, relationships that fall outside the scope of legislation, are under-regulated, or are ignored by enforcement bodies. The ILO, furthermore, assists constituents in developing national policies and setting up monitoring and implementation mechanisms. It also promotes good practices at the national and international levels concerning the determination and use of employment relationships. 3.5: Employee-Employer relation and Rights of Public Servants In most democratic countries public

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servants have to seek prior permission of the competent authorities for publishing a book or article or for speaking to general audiences. However, Australia takes a somewhat more lenient attitude towards the violation of these norms by its civil servants than Canada, India or England. in the United States of America the Hatch Act of 1939 allowed its federal employees to express their views on political subjects, rather than only to express them privately. However, at the same time, it proclaimed that the Act was intended to prohibit the same activities that the Civil Service Commission considered legitimate under 1907 Regulations, which allowed only private expression. The second Hatch Act of 1940 extended these regulations to positions in state employment and allowed public employees to express their opinion on 'candidates' as well as on political subjects. A French official outside his office can criticise the government and express views contrary to the general policy of government. But he cannot express personal criticism directed towards the work of the particular service to which he belongs. Similarly in Germany, outside the service a public servant can express his personal opinions on political questions also. He cannot adopt a standpoint which is in opposition to the government. But he must have a certain regard for his position. The law of 1953 obliges him to exercise that moderation and discretion with regard to political activities which ificrimbent upon him in his position as servant of the community. In India, the Civil Servants cannot express against any policy or action of the government. They cannot also express on any matter pertaining to politics of parties and matters of public controversy. 162 Criticism of Government Policy According to the Civil Service (Conduct) Rules in India, government servants are not permitted to communicate anything to the press, make any public utterance, make any statement of fact or opinion which has the effect of an adverse criticism of any policy of the government or which leads to embarrassing relations between the internalgovernmental agencies and the governments of foreign states. The employees are also forbidden from giving any evidence without prior permission to any inquiry which is not duly authorised. The purpose of this restriction is to maintain the political neutrality of the civil services and to keep them away from public controversies and to enable the civil servants to serve the government of the day with all the loyalty. In Britain, the civil servants have freedom to express their opinions on non-political matters of public importance provided they do not direct their activities towards any party politics. In U.S.A. the government may restrict the exercise by itsemployees of their right to criticise government policy. The employees may be disciplined: a) if their criticism is false and is made with actual malice, b) if criticism involves disclosure of\ information which is confidential, c) if the criticism is made outside the channels prescribed by, or is in violation of a statute, Executive order or regulation, and d) if the criticism adversely affects job performances, discipline, work relationships or the goals of the organisation. Speech and Expression on Political Matters In India the civil servants are prohibited from participating in any political activity and movement. They cannot make any public expression of their views other than those of purely literary, scientific or artistic nature. They are restricted from participating in any way in the editing, managing any publication. Thus, they are completely deprived of the freedom of press. In Britain, the civil servants those who involve in the formulation and execution of public policy (executive group) have no freedom of expression on political matters. However, the Minor and Manipulative Groups, whose duties are of only routine character have freedom to political expression as well as activity. 3.6:

Summary Though the civil servants are more enlightened citizens,

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all the rights guaranteed by the constitutions of different countries, do not guarantee such rights to their public employees. The grant of different rights and their denial is governed by the theory of the constitutional government and the place and role assigned to the public servants. The government servants for this purpose are classified into Industrial, Non- industrial, Administrative and Clerical, Ministerial and accordingly were given the rights depending upon their extent and nature of participation in the arrangement of public offices. All the governments in theory believe in the concept of sovereign employer in which the public employers are 'Government Servants', required

to

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conduct themselves under a framework of Rules, Regulations. However, they are not second class citizens but enjoy certain privileges and facilities more than the ordinary citizen. 2.7:

Sample Questions Essay Type: 1. Discuss the effect of rights of public servants on employee-employer relation. 2. Analyse the various types of rights of public servants. Long Type:
163 1. Describe the ways in which trade union rights are different from service rights 2. Explain the contribution of democratic political system in maintaining rights of public servants Short Type: 1. Write a short note on International Labour Organisation principles on rights 2. Identify the features of political rights of public servants 3.8: Suggested Readings

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Singh Biswanath. 1964. 'Political Rights of Civil Servants in India' Indian Journal of Public Administration, Vol. X I , No. 2. Parris Henry, 1973.

Civil Service Staff Relations,

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Allen & Unwin: London. Jay M. Shafrit, Walter L.. Balk, Albert C. Hyde, and David H. Rosenbloom. 1971. Personnel Management in Government : Politics and Process, Marcel Dekker. New York. Tyagi A.R. 1961. Rights and Obligations of Civil Servants in India. Atma Ram & Sons: Delhi.

Unit-4: Motivation and Morale Structure: 4.1: Objective- 4.2: Introduction 4.3: Definition, Objective and Type of Motivation 4.4: Definition, Factors and Type of Morale
164 4.5: Measures to improve Motivation and Morale 4.6: Summary 4.7: Sample Questions 4.8: Suggested Readings 4.1: Objective- Objective of this unit is to make students : (a)

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understand the importance of human factor in an organisation, which will have a significant impact upon over all organisational out-put (b)outline the findings of the psychologists and behaviouralists from the viewpoint of human relations (c)realise that motivation and morale are caused by management policies and practices (d)explain the meaning of motivation and morale along with the factors effecting them know about the different types of motivation and morale causing the organisational efficiency (e)analyse some important measures in building morale, through workable motivational methods. 4.2: Introduction

The problem of human behaviour is fundamental and instinctive in any organisational set-up. It is a complicated issue for the organisation to make its members to adjust themselves to the needs of

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organisation. They necessarily sacrifice their own independence on various types of group and associational membership. Their voluntary behaviour needs to be changed into required behaviour in the general interest of the organisation. Under the influence of the required behaviour, the individual assumes the responsibilities and expresses loyalties and commitments towards the organisation as a whole. There are different methods, to turn the voluntary behaviour into a required behaviour. Perhaps no area of personnel administration has been more debated than human motivation due to the development of the scientific knowledge about human behaviour. The movement of behavioural revolution contributed much for better understanding of human behaviour. During early era of personnel administration as being different from the efficiency experts, they approached the problem of increasing efficiency as a human relation problem rather than as a mechanical one. Hence the felines and behaviour of employees are considered in personnel system. Normally, the driving force, so pervasive in history and so common among all races and seems to be composed both of an inner need to achieve and a response to external challenges. It is felt that what an individual believes about himself has a profound effect on how he behaves.

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understand any individual we need to know what he thinks, what values he holds, what his goals are, as well as how his basic biological and social needs are met and what abilities he has. Therefore, drive and motivation is of utmost importance as it constitutes the base for the administrative function of planning and organising. The personnel department of an organisation must devote considerable time and efforts in for and achieving high level of morale. Because it is the only solution for the problems arising like employees feeling alienated and organisational goals, underutilisation of their potential skills and capabilities to achieve optimisation and feeling of frustration while discharging their duties. Hence motivation should be the continuous process for effective functioning of the organisation 165 4.3:

Definition, Objective and Type

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of Motivation The term motivation is derived from the Latin word 'emovere' which means 'to move'. Motivation is the complex of psychological forces. Motivation is something that moves person into action and inspires him to continue in the course of action already initiated. There are different definitions of motivation. Stanlay Vanace opines that 'motivation implies any motion or desire which so conditioned one's will that the individual is propelled into action'. Dale and Beach felt motivation as 'a willingness to expend energy to achieve a goal or reward'. Shartte understood motivation as 'a reported urge or tension to move in a given direction or to achieve certain goals'. According to the above definitions motivation is considered as the art of stimulating people to take desired course of action. It involves arousing needs and desires by impelling individuals towards purposive behaviour. A motive is a need or desire which directs the behaviour. It reflects an urge to move in an expected manner to achieve a specified goal. It results when the needs of an employee are satisfied through proper incentives and rewards. Human behaviour is the result of their desires, needs and wants and motivation involves creation of a will to work for accomplishment of institutional goals. Without needs there can be no motivation and one of the biggest problems in motivating the employees is that one does not have the same needs. Moreover motivation is influenced by a number of factors both inside and outside the organisation. Motivation requires the identification of personal goals with institutional goals.

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Skinner motivation objectively exists to make an individual being learn what may regarded as positive behaviour i.e. desirable behaviour. Abraham Maslow observes that the objective of motivation is always to create a need for an individual. It is just like the process of lower needs being satisfied and the higher needs gradually emerging (Hierarchy or Needs). Frederick Herzberg felt that the important objective of motivation is to provide opportunities to become a better expert on one's job, to handle more demanding assignments, to control one's own work rather than be supervised. Mclelland opined that the objective of motivation is to create a strong desire in an individual, where he derives a special kind of joy in successfully attaining an objective in accomplishing a task. in facing up to a challenge rather than monetary or other rewards. Victor Wroom thinks that motivation should work as a means of communication for increasing positive values in the employees. Obviously the objectives of motivation are to increase efficiency by good performance. Motives are abundant and divergent. There is no single strategy that will motivate the employees forever and everywhere. The motives for individuals

to work

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are numerous There are basically two types of motivation: a) Negative motivation, and b) Positive motivation. Negative Motivation The traditional form of motivation emphasises more on authority. This approach consists of forcing people to work by threatening to fire them if they do not. It believes that man is inherently lazy, pleasure seeking,\ despises work. To prevent him from doing so, there must be close supervision. This approach further assumes that employees' performance would be increased by fear, which causes the people to act in a certain way. Because they are afraid of the consequences like, lay-off, demotions, and dismissals. This approach paid off fairly well in the early days of the industrial revolution when workers and their families were so close to starvation. Imposition of punishment frequently results in frustration among those punished, leading to the development of maladaptive behaviour. The negative motivation also creates a hostile state of mind and unfavourable attitude to the job. The approach of negative motivation had proved to be ineffective as the employees were responding to them perversely. In recent years, however, people have begun to expect more from their jobs than sheer punishment. 166 Positive Motivation The behavioural approach is much sophisticated than traditional approach which recognises the importance of positive aspects of motivation. Positive motivation involves the possibility of increased motive satisfaction. Positive motivation is a process of attempting to influence others to do their best, and thereby adopting good human relations. It seeks to create an environment which will make the individual talent flourish and encourages informal communications positively. Positive motivation is generally based on rewards. The positive motivation may be extrinsic or intrinsic. The extrinsic motivators can be enjoyed after completion of work. The intrinsic factors are those which occur at the time of performance of work. Since positive motivation appears to be more workable, now let us discuss the role of some positive motivators, which promote efficiency. 4.4:

Definition, Factors and Type
of Morale Though the

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organisation's focus is always on performance, based on wst-benefit approach, it was felt imperative to consider the issue of morale in a wider perspective. From the institutional pin1 of view, the problem of employee's morale is that of stimulating a feeiing of togetherness, a sense of identification with the job. It is more conducive to the achievement of institutional goals. It Is important because performance and efficiency of operation depends upon employee's morale.

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attain these high standards of morale it is essential to enlist the feelings of employees and their abilities in the work. 'Morale' is an attitude of satisfaction with desire to continue in and willingness to strive for the goals of a particular organisation. There are two important elements. Firstly, that the individual shares the purpose which gives him enthusiasm, energy and self-discipline. Secondly, the responsibility of the authorities to infuse the feeling of togetherness, a sense of identification and his consideration for other members of the institution. Further, morale is viewed as 'the capacity of a group to pull together persistently and ' consistently in pursuit of common purpose'. This capacity is subjective and differs from person to person depending upon the people's interest in a particular work. This capacity is inherent in every individual and is seen in their attitudes towards particular work.

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There appear to be two groups of morale i.e., a) Individual and b) Group morale Individual Morale The components of morale are still rather elusive, despite growing agreement upon several generalisations. One of these generalisations is that the group climate must provide opportunity for individual self-expression or self-accommodation by the members of the group. Another is that the occupational context must furnish outlets for the individuals pride in his own workmanship. Still another and more important is that members of the group must find it easy to accept the purposes and values of the group as their own so that they have a sense of belonging to the group or identity with it. All these may be described as individualistic bases of morale. Group Morale Hawthorne studies pointed out, pride in group is an important component of morale. Employees like to belong to be part of and be accepted by the group even where and employee dislikes the actual work itself. He may have high morale, stemming from his pleasure of group with his group work. Where there is a well integrated group, there would be high group morale, as well as individual morale. Since good supervision correlated.with good group morale, special attention should be paid to the training programme of supervisory staff. Whether it is group or individual morale, it must be evaluated from time to time in the interest of the organisation. There are four factors which effect the morale of the employees in an organisation. They are as follows: i) The organisation itself(ii) Nature of work of employee(iii) Supervisory techniques(iv) Fellow employees

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Whether of an individual or a group, the level of morale must be observed and expressed largely in terms of complex reactions. Most employers who are concerned with employee morale 167 recognise the necessity for careful analysis of all expressions of employee reactions. There are several methods of survey of morale. Some of the methods are as under: Attitude Survey These surveys depend upon questionnaires, which are administered orally or in writing from any employees. By answering these questionnaires, employees indicate their attitude towards a wide range of conditions related to their work. Analysis of their replies provides a guide to general levels of morale as well as more specific indications of their likes and dislikes in the prevailing employment situation. Morale Interviews By frequent and periodic interviews with employees their morale can be assessed. In these visits, the interviewer encourages the employeeto speak freely and frankly in respect of his job, his supervisors, his fellow employees, and any other conditions affecting his employment without any fear or hazard to his status in the organisation. Spies and Informers In earlier times the employers are used to hire spies and placed them in various departments for the specific purpose of finding out what employees thought of their jobs and of working conditions in the organisation. After formation of employees unions and associations this practice was almost given up and it became outdated. Morale survey methods are varied from one organisation to another. However, it all depends upon the nature of the work of employee, organisation, authorities' outlook, and size of the organisation etc. Indices of Morale, as it is an attendant condition of an activity rather than an activity itself, can be measured only indirectly. The following are some of the indices of employee's morale. a) Absenteeism: Where there is high morale, employees make efforts to be on time and avoid absence. A high rate of absenteeism indicates poor morale. b) Turnover: Sometimes greater turnover of labour may be included in the indices of poor morale. It may not be true in all cases. Young employees in unskilled jobs have higher turnover rate than older employees in higher positions. c) Grievances: Some grievances may arise out of poor morale. d) Output Level: High level of output may indicate high level of morale but the output may be increased even by fear. The employees with higher level of morale may produce low output due to substandard tools or deliberate plan to restrict output. These may not be the proper measuring rods of morale. But the level of output will also exhibit the level of morale. 4.5: Measures to Improve

Motivation and Morale The
exact nature and extent of motivator would depend upon the internal and external factors prevailing in a given organisation. Some of the important motivators which can promote efficiency are: Job enrichment; Delegation of authority; Job security; Status and pride; Participation;

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Congenial work environment. Motivation is some form of exchange between the individual and his work environment. The congenial work environment gives to the individual sets of preference or values which constitute the goals towards which the instinctual drives are expressed. Further, the work environment is the source of norms of behaviour which draws the lines between good and bad, right and wrong, legitimate and illegitimate.

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Morale is not static. It is subject to daily, or even to monetary fluctuations. It is also subject to long-term secular trends. It is useful to think of long-term morale trends as responses to pressures and supports. Usually policy on morale seeks to develop and maintain high levels of morale among employees through appropriate means. The following measures are suggested for morale building: 168 Job Satisfaction: The personnel policy should make jobs as interesting and satisfying as possible; it tends to encourage a favourable and enthusiastic group action. Job Training: Job training, orientation, education, apprentice training and a broad variety of general educational efforts will help in building up employees' morale. Recognition of Aspirations: Recognition of individual aspirations and goals, and definite provision of means by which such goals can be achieved will go a long way in boosting morale. Unrest: A careful

study must be

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made on various indices of employees unrest, with the ultimate objective of constructive guidance and action. Counselling Interviews: Counselling Interviews help to discover the feelings of employees. Opportunities: promising opportunities like good promotional avenues, good working conditions, satisfactory remuneration and other benefits for personal development. Relations: The supervisory staff should ensure, human relations, informal relations, fact finding and adopt participative and employee orientated attitude. Facilities: Apart from the above measures, the facilities lik'e, transport, housing, health, family welfare, children's education, and other recreational facilities would also help in building up

employees morale. 4.6:
Summary

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Motivation and morale are the two sides of a coin. In fact, the level of performance of an individual is a function of both motivation and morale, the former determines what\ one will do while the latter determines what

one

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can do. Morale is an outcome of motivation. Motivation is an internal mechanism, which results in one's willingness to devote time and energy to the needs of an organisation. Many behaviouralists like Maslow and Herberg have examined the problem of motivation, and they have observed that the ultimate objective of motivation is to work for betterment of organisation and individual as well.

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the management, it is unavoidable to a considerable attention towards maintenance of high level of morale among their employees. Factors influencing morale are various. The problem of an organisation will become the base for selection of the factors that motivate employees to work with morale. Fluctuation in levels of employees morale is not unusual. However, the type of motivation will be the responsible factor for such changes.

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primary responsibility of all personnel managers is to see that the desired level of morale is maintained among their employees by periodical check up. 4.7:

Sample Questions Essay Type: 1. Discuss the definition and objective of motivation. 2. Analyse the various ways in which morale can be uplifted. Long Type: 1. Describe the ways in which motivation can be increased 2. Explain the factors for measuring morale. Short Type: 1. Write a short note on Abraham Maslow on motivation
169 2. Define morale 4.8: Suggested Readings

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Pigors Paul & Charless, A Myer, 1973. Personnel Administration: A. Point of View & a Method, McGraw Hill: New York. Strauss & Sayless, 1960. Personnel: The Human Problems of Management, Princeton Hall : England

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Dale Yoder, 1959. Personnel: Principles and Policies, Prentice Hall : England Dubin, 1970. Human

Relations

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in Administration. Prentice Hall of India : New Delhi Glenn, 0 Stahl, 1971. Public Personnel Administration. Harper and Row Publishers; New York

Unit-5: Administrative Ethics and Integrity in Civil Service Structure: 5.1: Objective- 5.2: Introduction 5.3: Definition and feature of administrative ethics and integrity
170 5.4: Challenges before administrative ethics and integrity 5.5: Measures to standardise integrity and ethics in administration 5.6: Summary 5.7: Sample Questions 5.8: Suggested Readings 5.1: Objective- The unit is designed in a way so that students should be able to: (a)

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discuss the essentials to ensure the practice of administrative ethics; (b)describe the causes for decline of integrity in civil services; (c)discuss the legal framework to check corruption; and (

d)suggest measures for improvement of integrity in civil services. 5.2: Introduction Workplace integrity can take many forms, but it most commonly relates to possessing upstanding character traits and work ethics, such as sound judgment, honesty, dependability, and loyalty.

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There is a need to develop both human and modern technology to improve efficiency. However, priority should be given to human development. These are two aspects to development technical and human. Organisations had usually been more sensitive to possibilities offered to them by the achivements of modern technology than to the refinements of human behaviour as revealed by the sciences of sociology and psychology. On the other hand, lessons drawn from experience showed that technical innovations deriving from the engineering sciences encountered considerable resistance unless supported by corresponding changes in human attitudes and behaviour. In an era of rapid change, the improvement of management in its human aspect had become a critical issue. It is important to make full use of the findings of social sciences which endeavoured to be instrumental in giving guidance in the behaviour of individuals and groups in varying circumstances. Organisations, should, therefore, be conceived as complex socio-technical systems whose management requires both technical skills and insight into the motives of human behaviour. It is widely agreed that manipulation and lack of ethics produce strong negative side effects and reduce organisational effectiveness. With this important value commitment, the organisations may shift their styles and climate from direction, control and surveillance to providing help, support and instruction. Mutuality and collaboration between the leaders and the led, self-control and mutual support an essential for creating an organic organisation. The

basic principle that "in helping others, one is helping one's oneself", should be ingrained in the character. Then alone, the system would reflect it. On the public administrations, managers and political leaders depend, to a great extent, the work atmosphere. Only when human beings are treated as human beings, only when, none in the system feels that he/she is being exploited then only
he/she can give his/her best to the organisation. 5.3: Definition and feature of administrative ethics and integrity Integrity is defined as a person's dedication to a set of moral ideals, and it is often related to characteristics such as honesty, virtue, accountability, dependability, responsibility, and loyalty. Integrity is exemplified
171 by strong ethical and moral ideals that are upheld in all circumstances. This core principle is critical for forming strong, trust-based professional relationships, and it is a key attribute that companies look for in potential employees during the hiring process. Observe and adhere to corporate policies –Workplace regulations are designed to provide guidance on anything from conduct to dress code. Following corporate policy allows you to make well-informed judgments based on the firm's beliefs and goals. Prepare to work –Many of us know folks who are willing to delegate but reluctant to do the work themselves. On the other hand, employees who have integrity are willing to go above and beyond with their work and assist others when necessary. Set a good example -Your work style and attitude toward others will help provide the groundwork for what you value most in others, particularly those who report to you. Working to a high quality and keeping a professional demeanor inspires others to do the same. Respect the views of others, even if you disagree with them – No matter how pleasant your workplace is, there will inevitably be instances when you disagree with someone else's viewpoint. It's still crucial to be respectful, listen, and consider what the other person is saying in these situations. Take responsibility for your mistakes – Everyone makes mistakes now and then. Accepting responsibility for your mistakes reveals that you are honest and receptive to constructive criticism, both of which are characteristics shared by people who have a high level of workplace integrity. Key Traits of Integrity: (a) Be considerate of others. (b) Be trustworthy. (c) Be responsible and trustworthy. (d) Have decent morals (e) Wait patiently (f) Be self-aware and dependable. (g) Be truthful and respectful. (h) Be dedicated to your work. (i) Make good decisions. (j) Morals are important. (k) Be of assistance.(l) Make the proper decision. (m) Be nice to others. No business likes a dishonest employee, but the reasons for looking for someone with integrity go far beyond merely wanting a trustworthy staff. Integrity in the workplace contributes to a positive culture in which employees collaborate well, trust one another, respect one another, rely on one another, and be sympathetic. This working culture promotes a motivated, happy staff, which is often more productive than a workforce with a lack of integrity. Workplace integrity promotes an ethical approach to internal decision- making. A corporation with loyal, trustworthy employees is more inclined to prioritize their well-being. An employer who hires people with integrity may be confident that their employees will work to the best of their abilities and put in the necessary hours without being supervised. Employees should be able to feel assured that they would not cheat, deceive, or cut corners. A corporation can build a stronger framework that forms the foundations of a business that offers quality service and has a good reputation by hiring employees with integrity. Clients, vendors, and customers will recognize that the organization is trustworthy and will not exploit them. It is crucial to display integrity at work regardless of your position, whether an intern or a CEO. Integrity is essential for an entry-level employee to sustain a good employee- employer relationship. It also helps you become a respected team member and someone people feel comfortable approaching and relying on. To set a positive example for those who look up to them and learn from them, persons in senior positions or positions of influence should display integrity in all parts of their work. To establish a strong connection with employees, employers must demonstrate integrity. Being open and honest with employees about proposed business changes or probable layoffs, for example, may result in an unpleasant dialogue in the short term. Still, in the long run, this transparency helps to develop trust and a positive working environment.

172 11.1.1 Examples of Integrity at Workplace: (i) Show on time and work your designated hours– Being on time demonstrates that you value the organization and your responsibilities. You and your employer have agreed that you will be available to work at a specific time or within a specific time frame. (ii) Be Prepared to Work– Integrity is demonstrated by demonstrating that you are prepared to get your hands dirty rather than simply delegating and yelling commands from the sidelines. Employees with integrity aid their co-workers and go above and beyond the call of duty to assist others. (iii) Do not make false promises– While it may be tempting to claim you can do something in order to impress someone, your co-workers and boss will place far more trust and respect in you if you just commit to accomplishing things you know you can and will do. (iv) Be Up Front About Your Weakness– When it comes to your professional talents, honesty is the best policy. If you can't do something, don't pretend to be able to do it. Covering up your failure to complete a task may have a negative impact on your relationships with co-workers and cause them to lose trust in you. It can also impair productivity because you may be wasting time on a problem you're having trouble with when you could be working on something else. (v) Professionally Handle Conflict– Workplace conflict is typical; personalities collide, and one person's beliefs differ from those of another. Demonstrate integrity by dealing with conflict in a professional manner that avoids personalizing the situation. Listen carefully, consider what the other person has to say, and maintain a courteous demeanor. (vi) Be Accountable for Your Actions– Covering up your mistakes may make you appear untrustworthy. Integrity is demonstrated by admitting your faults and accepting responsibility. Because no one is flawless all of the time, it is preferable to demonstrate your ability to accept responsibility rather than deflecting blame or attempting to conceal an error. Covering anything up with a minor lie might lead to you telling more and more lies until you lose track of your own tale and get caught. If this happens, it may harm your working relationship with your boss and co-workers. (vii)Maintain Confidentiality– It can be tempting to reveal something private to shed light on a situation or to feel more powerful, but maintaining confidentiality is an important aspect of being a trustworthy employee or employer. (viii)Be Accountable– Integrity entails being self-aware and supporting those around you. It's simple to concentrate on your work, leave when it's done, and tune out everything else. Being accountable, on the other hand, entails accepting responsibility for achieving positive outcomes. By isolating yourself and refusing to work as part of a team, only performing what is requested of you, you convey the idea that you don't care whether the entire situation turns out well or badly. 5.4: Challenges before administrative ethics and integrity

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Deviation from normal standards of lack of integrity takes various shapes in the form of corruption, patronage (based on communalism, sectarianism, nepotism and favouritism) and undue influence. Bribery, nepotism, misuse of power or influence, black marketing and similar other practices are not all that is meant by corruption. In fact, anyone wasting public money, lacks integrity. In general terms, corruption may be defined as the deliberate and intentional/exploitation of one's position, status or ,resources directly or indirectly, for personal aggrandisement whether it be in terms of material gain or enhancement of power, prestige or influence beyond what is legitimate or sanctioned by commonly accepted norms to the detriment of the interests of other persons or the community as a whole.

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There are various causes of corruption which result in lack of integrity. These can be discussed under the following headings. 173 i) Historical Causes - In India, corruption has its roots in the colonial rule of the past. British administration was not interested in the overall development of the country. Handsomely, lower posts were offered to Indians. Salaries to these posts were very low. So they indulged' in corrupt practices. After World War II, scarcities led to many types of controls. It gave added opportunities to these low paid employees to resort to corrupt practices. Then it became habitual. It was during World War

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that corruption reached the highest mark in India. The climate for integrity which had been rendered unhealthy by wartime controls and scarcities was further aggravated by the post-war flush of money and the consequent inflation. ii) Environmental Causes - The second important cause of corruption in public service is 'fast urbanisation and industrialisation where material possessions, position and economic power determine the status and prestige of a in the society. Since salaries are low and inflation is unabated, poor civil servants fall easy prey to corrupt practices in order to maintain status in the society. iii) Economic Causes - Inadequate remuneration of salary scales and rising cost of living is probably one of the important causes of corruption. In recent years, the fast rising cost of living has brought down the real income of various sections of the community, particularly the salaried classes. The urge to appear prestigious by material possessions has encouraged those who had the opportunities to succumb to temptations. iv) Lack of Strong Public Opinion Against the Evil of Corruption - People do not report to government against corrupt officials. Instead they offer bribes

to
get their illegitimate claims accepted. People must fight against corruption and build a strong public opinion against corruption.
v)

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Complicated and Cumbersome Procedures and Working of Government Offices - It is alleged that the working of certain government departments, e.g., the Customs and Central Excise, Imports and Exports, Railways, Supplies and Disposals, Police,\ Income Tax., etc, is complicated, cumbersome and dilatory. This has encouraged the growth of dishonest practices like the system of 'speedy money'. vi) Inadequate Laws to Deal with Corruption - Indian Penal Code and other laws which deal with corruption cases are outmoded and provide insufficient penalties. It takes too much time to get a corrupt officials punished under the laws. Summary trials and stricter punishments should be awarded to end corruption. Therefore the laws will have to be changed.accordingly. vii) Undue Protection Given to the Public Services in India - Article 31 1 of the Indian Constitution which provides protection to civil servants, as interpreted by our courts, made it difficult to deal effectively with corrupt public servants. Reluctance of higher officials to take disciplinary action against corrupt officials due to their collusion with them has further aggravated the situation.

viii) Collusion of Commercial and Industrial Magnates and Others to Serve their

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Individual Interests - Big businessmen, dishonest merchants, suppliers and contractors, bribe the civil servants in order to get undue favours from them. Sometimes they share a portion of their

ill earned profit with the government servants. ix)

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Pressure Groups -Pressure Groups like Indian Chamber of Commerce, 'Trade Associations, State Chambers of Commerce, are said to help in breeding corruption through their activities of getting favours for their communities. They influence ruling elite through dinners, parties, luncheons. etc. 5.5:

Measures to standardise integrity and ethics in administration

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Santhanam Committee on Prevention of Corruption- The Santhanam Committee, which was appointed in June- 1962 to review existing instruments for combating corruption and to advise on practical measures to make anti-corruption measures more effective, submitted its report in March 1964.

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Central Vigilance Commission (C.V.C.) -The Central Vigilance Commission has jurisdiction and powers in respect of matters to which the executive powers of the Central Government extend. Its jurisdiction 174 thus, extends to all employees of the Central Government and the employees in public undertakings, corporate bodies and other organisations dealing with any matter falling within the executive powers of the Central Government. Also, the Delhi Metropolitan Council and the New Delhi Municipal Committee fall within the purview of the commission.

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State Vigilance Commission- The Santhanam Committee on prevention of corruption made detailed recommendations in 1964 for strengthening of the Vigilance Organisption in each Ministry/ Department to make it more effective. While the primary responsibility for the maintenance of purity, integrity and efficiency in each organisation continues to vest in the Secretary of the Ministry or the Head of the Department, an officer in each Ministry/ Department has been designated as Chief Vigilance Officer and entrusted with vigilance work. While acting as Special Assistant to the Secretary or ,the Head of the Department in all matters pertaining to vigilance, he provides a link between the Central Vigilance Commission and the Ministries/ Departments.

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Central Bureau of Investigation- Apart from vigilance organisation id every ministry and department, the centralised agency for anti-corruption work viz. the Central Bureau of Investigation, which functions administratively under the Department of Personnel and Administrative Reforms. The latter formulates all policy matters pertaining to vigilance and discipline among public servants. It also coordinates the activities of various heads of departments and functions as the nodal authority in the matter of

administrative culture.

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Institutions of Lok Pa1 and Lok Ayukta- The 'Administrative Reform Commission, recommended in 1966 to the Central Government, the setting up of the Institutions of Lok Pal and Lok Ayukta which are analogous to the parliamentary commissioner in England and New Zealand, for redress of public grievances.

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Some suggestions may be given to improve integrity in the civil services. i) Maintain Conditions of Service Attractive - Government officials, particularly at lower level, are forced by poverty to regard office holding as a source of income which they would seek to maximise. Public services are rendered in exchange for extra money, services, which tend to be bad and slow if no bribe is given. Raising of pay, consequently, is a basic means to wipe out the widespread bribery in the civil services. It is good that Government has set up the Fourth National Pay Commission to look into the salary structure of federal employees. ii) Simplification of Working of Government Machinery- The root cause to proliferation of corruption seems to be the complicated procedures of Government offices. These procedures need to be evaluated and simplified. . Delays must be prevented and officials made fully responsive to the needs of all the people. ill) Public opinion creation against corruption- Corruption will flourish till the general mass of people resist it with determination and strength. Most of all, the elimination of corruption requires a widespread and steadfast opposition to it, coupled with'the courage to act against it. There can be no doubt that the people of India can get rid of corruption. iv) High Standard of Service Practice by High Official- High Officials having considerable discretionary powers must be thoroughly disciplined to refuse gifts, invitations and other favours. In this context, it is pertinent to note the efforts made by the government to carry the quest for integrity at the divisional and district levels. At the divisional level, there is a Divisional Vigilance Board which consists of the Divisional Committees, Deputy Inspector General of Police and a Divisional Vigilance Commissioner. At the district level, there is a District Vigilance Officer who is appointed by the District 175 Collector, Deputy Commissioner from among his/ her gazetted assistants in consultation with the Divisional Vigilance Board. There has, thus, emerged a web of vigilance agencies in the country. TO streamline this quest for integrity, the Vigilance Commissioners of all States hold an annual conference which is presided over by the Chief Vigilance Commissioner. This annual gathering serves useful purpose, it provides a forum for the discussion of mutual problems and exchange of experiences, and gives publicity to vigilance reports of the Government at both the Central and State levels, thus inspiring people's confidence in the Government's sincerity of purposes. However, this does not imply that corruption in public administration has been eliminated or is under control. Far from it, corruption has entered every nook and corner of India's public life, and the country's public administration is ridden with it. This has happened largely because there is no political will to remove it. 5.6:

Summary

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It is the fundamental responsibility of the management to spell out clearly as to how the ever increasing size of the Government and rising expectations of the people call for high ethical and professional standards on the part of government employees. Accordingly, the public officials are expected to furnish examples of incorrupt behaviour as their actions have a direct impact on the character of the community. The tools and techniques adopted by the Government of India and the State Governments in this challenging task have been highlighted.

Employers will also be more comfortable with employees who display integrity; they may offer them greater responsibilities, promote them sooner, trust them to represent the firm publicly, give them the opportunity to head a team, and share secret information with them. In the workplace, honesty facilitates communication and results in a more stable and effective organization. While integrity is a trait rather than a talent, it is nonetheless something that may be improved. By going over the integrity traits and examples in this article, you should be able to identify your own strengths and weaknesses and work on the areas that need improvement. 5.7: Sample Questions Essay Type: 1. Discuss the features of administrative integrity. 2. Analyse the various challenges facing administrative ethics and integrity. Long Type: 1. Describe the measures to improve standards of administrative ethics and integrioty 2. Explain the ways in which ethics and integrity can be sustained in workplace. Short Type: 1. Write a short note on legal safeguards in India to integrity 2. Define integrity. 5.8: Suggested Readings

176

92% **MATCHING BLOCK 415/416** W

Avasthi, A. & Maheshwari, S., 1987. Mlic Administration; Lakshmi Narain Agrawal : Agra. Goel S.L, 1984. Public Personnel Administration; Staling Publisher Pvt. Ltd. : New Delhi. Jain, R.B., 1976. Contemporary Isrues in Indian Administration; Vhhal Publications : New Delhi.

Hit and source - focused comparison, Side by Side

Submitted text As student entered the text in the submitted document.

Matching text As the text appears in the source.

1/416 **SUBMITTED TEXT** 35 WORDS **55%** **MATCHING TEXT** 35 WORDS

Unit –I: Nature and Scope of Personnel Administration Structure 1.1 Objective 1.2 Introduction 1.3 Definition of Personnel Administration 1.4 Nature and Scope of Personnel Administration 1.5 Changing scope of Personnel Administration 1.6 Conclusion 1.7	UNIT 1 CONCEPT, NATURE AND SCOPE OF PERSONNEL ADMINISTRATION . Structure 1.0 1.1 1 . Objectives Introduction Concept of Personnel Administration 1.2.1 Personnel Administration : Meaning 1.2.2 Nature of Personnel Administration 1.3 1.4 1.5 1.6 1.7 1.8 1.9 Personnel Administration : Evolution and Development Scope of Personnel Administration Conclusion

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2/416 **SUBMITTED TEXT** 26 WORDS **100%** **MATCHING TEXT** 26 WORDS

To obtain these objectives, personnel administration is concerned with planning, organizing, directing, coordinating, and controlling the cooperative efforts of individuals within an organization. •	To obtain these objectives, personnel administration is concerned with planning, organizing, directing, coordinating, and controlling the cooperative efforts of individuals within an organization.

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3/416 **SUBMITTED TEXT** 66 WORDS **89%** **MATCHING TEXT** 66 WORDS

To understand the several features of public personnel administration. • To discuss the several functions of personnel administration viz. Manpower; planning, recruitment, training, promotion, salary structuring, and employees' welfare; • To discuss the meaning and importance of public services; scope and functions of public services; • Explain the concept of personnel administration, and discuss the scope of personnel administration. 2 1.2	to: Discuss the several features of public personnel administration India; Discuss the several functions of personnel administration viz. Manpower; planning, recruitment, training, promotion, salary structuring and employees' welfare; Discuss the meaning and importance of public services; Highlight the scope and functions of public services; Explain the concept of personnel administration; and Discuss the scope of personnel administration.

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4/416 **SUBMITTED TEXT** 19 WORDS **86%** **MATCHING TEXT** 19 WORDS

Walter R. Sharp observes - "Good administration is a composite of effective organization, adequate material facilities, and qualified personnel".

Walter R. Sharp has aptly remarked, "Good administration is a composite of effective organization, adequate material facilities and qualified personnel...

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5/416 **SUBMITTED TEXT** 46 WORDS **96%** **MATCHING TEXT** 46 WORDS

even poorly devised machinery may be made to work if it is manned with well - trained, intelligent, imaginative and devoted staff. On the other hand, the best-planned organization may produce unsatisfactory results if it is operated by mediocre or, disgruntled 3 people".

Even poorly devised machinery may be made to work if it is manned with well- trained, intelligent, imaginative, and devoted staff. On the other hand, the best planned organization may produce unsatisfactory results if it is operated through mediocre or disgruntled people.

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6/416 **SUBMITTED TEXT** 41 WORDS **95%** **MATCHING TEXT** 41 WORDS

That field of management which has to do with planning, organizing, directing and controlling the functions of procuring, developing, maintaining and utilizing a labour force such that :(i) The objectives for which the Company is established are attained economically and effectively;(

that field of management which has to do with planning, organizing and controlling the functions of procuring, developing, maintaining and utilizing a labour force, such that the (a) objectives for which the company is established are attained economically and effectively, (

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7/416 **SUBMITTED TEXT** 24 WORDS **81%** **MATCHING TEXT** 24 WORDS

objectives of all levels of personnel are served to the highest possible degree;(iii) The objectives of the Community are duly considered and served".

objectives of all levels of personnel are served to the highest possible degree; " objectives of the'community are duly considered and served."

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8/416 **SUBMITTED TEXT** 51 WORDS **94%** **MATCHING TEXT** 51 WORDS

personnel administration is a code of the way of organizing and treating individuals at work so that they will each get the greatest possible realization of their intrinsic abilities, thus attaining maximum efficiency for themselves and their group, and thereby giving to the enterprise of which they are a part

personnel administration is a code of the ways of organizing and treating individuals at work so that they will each get the greatest possible realization of their intrinsic abilities, therefore attaining maximum efficiency for themselves and their group and thereby giving to the enterprise of which they are a part,

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9/416	SUBMITTED TEXT	100 WORDS	86%	MATCHING TEXT	100 WORDS

Personnel function is crucial in any administrative organization. The organization cannot afford to ignore it. Hence it becomes a basic responsibility of the management, be it in the government or semi or 6 non-government organizations. The changes in the socio-economic environment affect management. The management environment keeps changing due to the changes that occur in the total socio-economic environment. The political environment also affects the work environment in an organization. Such changes get reflected in personnel administration. These changes can be: i) changing mix of the personnel entering government service organization ii) changing values of personnel

Personnel function is crucial in any administrative organization. The organization cannot afford to ignore it. Hence it becomes a vital responsibility of the management, be in the government or in semi or non-government organizations. The changes in the socio-economic environment have its effect on management. The management environment keeps changing due to the changes that occur in the total socio-economic environment. The political environment also affects the work environment in an organization. Such changes get reflected in personnel administration. These changes can be: Changing mix of the personnel entering government service organization Changing values of personnel

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expectations of the people from the government at different levels. Thus management is affected by the changes in the social, economic, and political scenario. It has to keep up with these changes. A higher number from schedule castes, tribes, and other economically backward classes are joining the government service. A greater number of people with higher education, more women, and more technically skilled workers are also joining the government service. This has changed the ratios of the working force. With the proliferation of activities under 'development' and 'welfare' programmes, the employees are now expected to be more competent and efficient. People at large expect the administration to be efficient, effective, and sympathetic. People's involvement in administrative activities is increasing. Due to the constant demands on administration, the importance of personnel administration is also changing. Personnel is required to perform 'line and staff' functions. Activities directly related to the primary objective of an organization are called 'line' functions. The 'staff' functions are those which facilitate and assist the performance of line work. They are like secondary activities and enhance the effectiveness of the line agencies. For example, assistance in processing and supplying the required number of personnel and training and development of personnel are essentially staff functions. An organization cannot function without the assistance of line and staff personnel. At the same time, personnel functions cannot be isolated from the rest of the administrative functions. Personnel functions include both line and staff activities in an organization. Personnel administration does not always function in a formal organization. No organization can solely run based on formal rules and regulations, it comprises human beings who are structured in an authority and responsibility network to carry out the tasks and activities for the fulfillment of organizational objectives. This formal structure is supplemented, supported, or sometimes obstructed and on occasion taken over by the informal organization.

expectations of the people from the government at dissimilar stages. Therefore management is affected through the changes in the social, economic, and political scenario. In fact it has to keep up with these changes. A higher number from schedule castes, tribes and other economically backward classes are joining the government service. A greater number of people with higher education, more women, and more technically skilled workers are also joining the government service. This has really changed the ratios of working force. With the proliferation of activities under „development" and „welfare" programmes, the employees are now expected to be more competent and efficient. People at large expect the administration to be efficient, effective, and sympathetic. People"s involvement in administrative activities is rising. Due to the constant demands on administration, the role of personnel administration is also changing. Personnel are required to perform „line" and „staff" functions; Activities directly related to the primary objective of an organization are described as „line" functions. The „staff" functions are those which facilitate and assist the performance of line work. They are in the nature of secondary activities and enhance the effectiveness of the line agencies. For instance, assistance in processing and supplying the required number of personnel and training and development of personnel are essentially staff functions. An organization cannot function without the assistance of line and staff personnel. At the same time, personnel function cannot be isolated from the rest of the administrative functions. Personnel functions contain both line and staff activities in an organization. Personnel administration does not always function in a formal organization. No organization can solely run on the basis of formal rules and regulations, it comprises human beings who are structured in an authority and responsibility network in order to carry out the tasks and activities for the fulfillment of organizational objectives. This formal structure is complemented, supported or sometimes obstructed and on occasions taken over through the informal organization.

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11/416 **SUBMITTED TEXT** 41 WORDS **91%** **MATCHING TEXT** 41 WORDS

informal organization grows within the formal organization. It is a natural phenomenon and is based on social and cultural relations among the personnel 7 of formal groups. Political, economic, and psychological factors also contribute to the growth of	Informal organization grows within the formal organization. It is a natural phenomenon and is based on social and cultural relations in the of the of formal groups. Political, economic, and psychological factors also contribute to the growth of

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12/416 **SUBMITTED TEXT** 100 WORDS **91%** **MATCHING TEXT** 100 WORDS

informal organization. The functions of personnel administration are becoming more complicated day by day. The problems of personnel administration differ from one organization to the other. Big organizations have more tasks to perform, employ more people, and serve varied objectives. The task of personnel administration in such organizations becomes more intricate. As personnel administration deals with human beings all the time, the crucial functions of motivation and morale of employees have to be performed by it. It has to meet the growing needs of the people as well as satisfy the increasing expectations of its employees. 1.4	informal organization. The functions of personnel administration are becoming more complicated day through day. The troubles of personnel administration differ from one organization to the other. Big organizations have more tasks to perform; they employ more people and serve varied objectives. The task of personnel administration in such organizations becomes more intricate. As personnel administration deals with human beings all the time, the crucial functions of motivation and morale of employees have to be performed through it. It has to meet the rising needs of the people as well as satisfy the rising expectations of its employees.

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13/416 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

Scope of personnel Administration: Personnel administration incorporates all characteristics of	SCOPE OF PERSONNEL ADMINISTRATION Personnel administration incorporates all characteristics of

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14/416 **SUBMITTED TEXT** 16 WORDS **90%** **MATCHING TEXT** 16 WORDS

management of persons in an organization. The primary objective of personnel administration is to ensure	management of persons in organization. The primary objective of personnel administration is to ensure

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effective utilization of human possessions in pursuit of organizational goals. The personnel administration departments should design and establish an effective working relationship in the middle of all the members of an organization through

effective utilization of human possessions in pursuit of organizational goals. The personnel administration departments should design and establish an effective working relationship in the middle of all the members of an organization through

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16/416 **SUBMITTED TEXT** 92 WORDS **87%** **MATCHING TEXT** 92 WORDS

division of organizational tasks into jobs, defining clearly the responsibility and authority for each job and its relation with other jobs in the organization. Personnel administration necessity tries to stimulate in the middle of the employee's feelings of dedication, attachment, and devotion to the organization. The aim is to establish amiable relations in the middle between the employees and do absent with frictional situations arising out of personal jealousies, rivalries, and prejudices. Personnel administration also has to curb unfavorable practices like favoritism and nepotism in an organization. Personnel administration has to

division of organizational tasks into jobs, defining clearly the responsibility and authority for each job and its relation with other jobs in the organization. Personnel administration necessity tries to enthuse in the middle of the employees feelings of commitment, involvement, and loyalty to the organization. The aim is to establish cordial relations in the middle of the employees and do absent with frictional situations arising out of personal jealousies, rivalries and prejudices. Personnel administration also has to curb unfavorable practices like favoritism and nepotism in an organization. Personnel administration has to

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several characteristics of management like recruitment, training, promotion, circumstances of service, employee welfare, employer-employee relations, and processes of morale and motivation. It has to develop links with

several characteristics of management like recruitment, training, promotion, circumstances of service, employee‟s welfare, employer-employee relations, and processes of morale and motivation. It has to develop links with

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intermediate, and external environments to create effective and efficient. As the tasks of

intermediate, and external environment to create itself effective and efficient. As the tasks of

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organization increase, the responsibilities of personnel administration also augment accordingly. It is not possible to solve the troubles with a one-time and one-stroke decision. The

organization increase, the responsibilities of personnel administration also augment accordingly. It is not possible to solve the troubles with a one-time and one-stroke decision. Larger the

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larger the system more is the more complexities. Take, for instance, the Government of India, it is divided into ministries, departments, divisions, units, etc. It is spread over the whole length and breadth of the country. Millions of people work in it; they operate at dissimilar hierarchical stages and carry out a large diversity of functions. Many services and their division into groups constitute the whole workforce of the Central government. Approximately 8 similar is the situation in each state. Personnel administration has to accommodate all these characteristics. It requires continuous managerial input. Planning and providing for the regular supply of the needed manpower for unlike positions and in unlike numbers is a significant task of the government. The procedure of recruitment and utilization of each micro-unit of human resources calls for effective personnel administration, likewise, creating and maintaining desirable working relationships also

Larger the system more is the complexities. Take for instance, the Government of India, it is divided into ministries, departments, divisions, units etc. It is spread over the whole length and breadth of the country. Lakhs of people work in it; they operate at dissimilar hierarchical stages and carry out a large diversity of functions. A number of services and their division into groups constitute the whole workforce of the Central government. Approximately similar is the situation in each state. Personnel administration has to cater to all these characteristics. It requires continuous managerial input. Planning and providing for the regular supply of the needed manpower for dissimilar positions and in dissimilar numbers is an significant task of the government. The procedure of recruitment and utilization of each micro-unit of human resource calls for effective personnel administration, likewise, creating and maintaining desirable working relationships also

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21/416 **SUBMITTED TEXT** 95 WORDS **98%** **MATCHING TEXT** 95 WORDS

for a series of continuous efforts on the part of the personnel. Those responsible for personnel administration have to work for it constantly. The attainment of these two objectives becomes easier if the organization gives appropriate opportunities for individual development. These opportunities can be in the form of training, internal, and external mobility, promotion, recognition, and reward. They act as strong motivators and satisfiers. Besides, salary structuring of millions of employees is a wholesome task because each category has to be adequately and equitably compensated for the contribution it is expected to create towards

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22/416 **SUBMITTED TEXT** 24 WORDS **89%** **MATCHING TEXT** 24 WORDS

organization's objectives. This is also a work of personnel administration. The working force also has to be subjected to sure disciplines to regulate

organization"s objectives. This is also a work of personnel administration. The working force also has to be subjected to sure in order to regulate

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23/416 **SUBMITTED TEXT** 38 WORDS **100%** **MATCHING TEXT** 38 WORDS

proper performance of duty. Framing of conduct rules, laying down procedures of disciplinary action, enforcement of those rules, and adoption of appropriate procedures are also a part of personnel administration. Employer-employee relations, provision for Joint Consultative Machinery,

proper performance of duty. Framing of conduct rules, laying down procedures of disciplinary action, enforcement of those rules and adoption appropriate procedures are also a part of personnel administration. Employer-employee relations, provision for Joint Consultative Machinery,

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24/416 **SUBMITTED TEXT** 99 WORDS **100%** **MATCHING TEXT** 99 WORDS

establishment of public service tribunals for adjudication, adoption of welfare measures, and payment of retirement benefits, etc. to the employees are the added responsibilities of personnel administration. Trade unionism in the middle of government employees has increased throughout the past few decades. Both employer and employee unions have come up. There is now a dire need for expert skills to foresee personnel needs and troubles and to plan for their satisfaction and rectification. All this requires systematic personnel administration. Therefore the scope of personnel administration is wide and varied; moreover, it is continuously expanding with the changes in

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25/416 **SUBMITTED TEXT** 18 WORDS **76%** **MATCHING TEXT** 18 WORDS

Personnel administration has to deal with various aspects like recruitment, training, promotion, conditions of service, employees welfare,

Personnel administration has to concentrate on various aspects of management like recruitment, training, promotion, conditions of service, employees welfare,

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26/416	SUBMITTED TEXT	17 WORDS	81%	MATCHING TEXT	17 WORDS
Personnel is the means through which organizations develop. In this unit, we familiarized ourselves with the			Personnel are the means through which organisations develop. In this unit we familiarised ourselves with the		

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27/416	SUBMITTED TEXT	17 WORDS	78%	MATCHING TEXT	17 WORDS
After going through this unit, learners will be able - • To explain the concept of			After going through this unit, you will be able to: ? Explain the classification of		

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28/416	SUBMITTED TEXT	73 WORDS	88%	MATCHING TEXT	73 WORDS
development of personnel administration in the U.K. and U.S.A. was largely voluntary, in India, the growth of personnel administration can be attributed to the efforts made by the government. While in the West, the revolutionary work in the field of personnel management was motivated by the managerial concern with the concept of welfare, in India, disorganized recruitment practices, rising labour unrest, loss of production, etc., initiated some interest in personnel management. In			development of personnel administration in U.K. and U.S.A. was largely voluntary, in India, the growth of personnel administration can be attributed to the efforts made through the government. While in the West, the pioneering work in the field of personnel management was motivated through the managerial preoccupation with the concept of welfare, in India, unsystematic recruitment practices, rising labour unrest, loss of production etc., initiated some interest in personnel management. In		

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29/416 **SUBMITTED TEXT** 160 WORDS **93%** **MATCHING TEXT** 160 WORDS

U.K., personnel administration had its origin in the concept of welfare as propounded and practiced by some enlightened entrepreneurs, who sought the establishment of modern personnel administration. The term 'personnel management' actually originated in the U.S.A. F.W. Taylor's scientific management theory laid the foundation for the development of personnel administration. Taylor emphasized scientific selection and systematic training and development of the individual worker. H.L. Gantt, a secure associate of Taylor, in scientific management movements, foresaw the need for obtaining the willing cooperation of the worker. He maintained that it was not enough to tell the worker how to do a job, but it was also necessary to promote the skill and willingness to do a job. Mary Parker Follet also laid stress on training and development characteristics of management. The pioneers of scientific management, separately from rising efficiency, aimed at fighting fatigue and monotony in the middle of the workers. Elton Mayo's Hawthorne experiments and the human relations movement

U.K., personnel administration had its origin in the concept of welfare as propounded and practiced through some of the enlightened entrepreneurs, who sought the establishment of modern personnel administration. The term personnel management actually originated in the U.S.A. It was F.W. Taylor"s scientific management which laid the foundation for the development of personnel administration. Taylor laid emphasis on scientific selection and systematic training and development of the individual worker. H.L. Gantt, a secure associate of Taylor, in scientific management movements, foresaw the need for obtaining the willing cooperation of the worker. He maintained that it was not enough to tell the worker how to do a job, but it was also necessary to promote the skill and willingness to do a job. Mary Parker Follet also laid stress on training and development characteristics of management. The pioneers of scientific management, separately from rising efficiency, aimed at fighting fatigue and monotony in the middle of the workers. Mainly significant breakthrough for personnel administration Elton Mayo"s Hawthorne experiments and the human relations movement.

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30/416 **SUBMITTED TEXT** 124 WORDS **84%** **MATCHING TEXT** 124 WORDS

These experiments paved the way for using the disciplines of sociology, psychology, industrial psychology, social psychology, etc., intending to understand employees and organizational behaviour and influence them through a motivational approach. All this led to the gradual development and development of a theory and practice of personnel management. There were also other events and influences which led to the growth of personnel management. Several revolutionary concepts like mass production, mass sharing, and mass financing evolved through industrial and business empires. The labour shortages throughout the world wars and several labour troubles posed a management challenge. With the Great Depression in 1929, big businesses suffered a severe setback. The State, the public, and the trade unions, aimed at efficient professional management. Their demands were

These experiments paved the way for using the disciplines of sociology, psychology, industrial psychology, social psychology etc., with a view to understanding employees and organizational behaviour and influencing them through a motivational approach. All this led to the gradual development and development of a theory and practice of personnel management. There were also other events and influences which led to the growth of personnel management. Several revolutionary concepts like mass production, mass sharing and mass financing were evolved through industrial and business empires. The labour shortages throughout the world wars and several labour troubles posed a challenge to management. With the Great Depression in 1929) big business suffered a severe setback. The State, the public and the trade unions, aimed at efficient professional management. Their demands were

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31/416 **SUBMITTED TEXT** 40 WORDS **98%** **MATCHING TEXT** 40 WORDS

elimination of waste and maximum utilization of possessions, particularly human possessions. All these 13 growths in America emphasized the fact that management of people or personnel management is just as significant as the management of production. The

elimination of waste and maximum utilization of possessions, particularly human possessions. All these growths in America emphasized the fact that management of people or personnel management is just as significant as the management of production. the

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32/416 **SUBMITTED TEXT** 137 WORDS **81%** **MATCHING TEXT** 137 WORDS

recommended in 1931 the appointment of Labour Officers to deal with the recruitment of labour to settle their grievances. The industrial disputes of the 1920s forced the government and businessmen to think in conditions of labour troubles and promotion of personnel management. The recognition of trade unions in India gave a new perspective on the employer and employee relationship. Entrepreneurs like the Tatas, Calico Mills, British India Corporation, etc. had appointed WelfareOfficers as early as 1920. These Labour Welfare Officers performed the functions of redresses of employee grievances and promoting industrial harmony. On the suggestion of the Government, the Indian Jute Mills Owners' Association appointed a Labour Officer to bring about a settlement of employee grievances in 1937 in Bengal with the mills, and through 1939 five more Labour Officers were appointed. Other Employers' Associations like

recommended in 1931 the appointments of Labour Officers to deal with the recruitment of labour to settle their grievances. The industrial disputes of 1920 s forced the government and businessmen to think in terms of labour problems and promotion of personnel management. The recognition of trade unions in India gave a new perspective to the employer and employee relationship. Entrepreneurs like the Tatas, Calico Mills, British India Corporation etc. had appointed Welfare Officers as early as 1920. These Labour Welfare Officers performed the functions of redressal of employee grievances and promotion of industrial harmony. , In 1937 in Bengal, on the suggestion of the Government, the Indian Jute Mills Owners' Association appointed a Labour Officer to bring about a settlement of employee grievances with the mills and by 1939 five more Labour Officers were appointed. Other Employers' Associations like

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33/416 **SUBMITTED TEXT** 18 WORDS **100%** **MATCHING TEXT** 18 WORDS

Indian Engineering Association, Indian Tea Association, the Engineering Association of India, etc., also followed the instance of

Indian Engineering Association, Indian Tea Association, the Engineering Association of India etc., also followed the instance of

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34/416 **SUBMITTED TEXT** 80 WORDS **96%** **MATCHING TEXT** 80 WORDS

Indian Jute Owners' Association in appointing labour officers. In 1941, the Government of India initiated the Tripartite Labour Conference with the representatives of the Government, labour, and employees to promote uniform labour legislation determine a procedure to settle industrial disputes, and promote consultations on industrial matters affecting the country. Now they have become permanent and regular characteristics of labour policy. In 1948, the Factories Act Rules laid down the appointment, duties, and qualifications of a new statutory officer in

Indian Jute Owners" Association in appointing labour officers. In 1941, the Government of India initiated the Tripartite Labour Conference with the representatives of Government, labour and employees in order to promote uniform labour legislation determine a procedure to settle industrial disputes, and promote consultations on industrial matters affecting the country. Now they have become permanent and regular characteristics of labour policy. In 1948, the Factories Act Rules laid down the appointment, duties and qualifications of a new statutory officer in

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industry described as the Welfare Officer. The following years saw the emergence of yet another officer described

industry described the Welfare Officer. The following years saw the emergence of yet another officer described

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36/416 **SUBMITTED TEXT** 33 WORDS **100%** **MATCHING TEXT** 33 WORDS

the Personnel Officer. The Personnel Officer deals with labour welfare, industrial relations, and personnel administration. Several companies in India now have specialized personnel departments and a full-time personnel officer in charge. 2.4

the Personnel Officer. The Personnel Officer deals with labour welfare, industrial relations, and personnel administration. Several companies in India now have specialized personnel departments and a full- time Personnel Officer in charge.

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37/416 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

the number of personnel is rising at a very fast rate,

the number of personnel is rising at a very fast rate,

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38/416 **SUBMITTED TEXT** 46 WORDS **70%** **MATCHING TEXT** 46 WORDS

expenditure on personnel is also correspondingly rising. There has also been a trend concerning the diversification in the personnel as more and more specialists, experts, and technicians are being appointed in government departments, and public, and private organizations. Modern personnel do not just deal with

expenditure on personnel is also correspondingly increasing. There has also been a trend in regard tc the diversification in the personnel as more and more specialists, experts and technicians are being appointed in government departments, public and private organisations. Contemporary personnel does not just deal with

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39/416 **SUBMITTED TEXT** 38 WORDS **90%** **MATCHING TEXT** 38 WORDS

welfare of employees but also aim at achieving profits for the organization. The motive is to earn profits as well as benefits for the organization and its employees. 14 2.5 Summing Up Personnel administration

welfare of employees but also aim at achieving profits for the organization. The motive is to earn profits as well as benefits for the organization and its employees. SCOPE OF PERSONNEL ADMINISTRATION

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40/416 **SUBMITTED TEXT** 14 WORDS **100%** **MATCHING TEXT** 14 WORDS

Ghosh, P., Personnel Administration in India, Sudha Publications (P) Ltd., New Delhi, 1969.

Ghosh, P, 1969. Personnel Administration in India, Sudha Publications (P) Ltd.: New Delhi.

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41/416 **SUBMITTED TEXT** 41 WORDS **81%** **MATCHING TEXT** 41 WORDS

Personnel administration is that part of an administration that is concerned with people at work and with their relationships within an organization. It refers to the entire spectrum of an organization's interaction with its human resources from recruitment activity to

Personnel administration is that part of administration which is concerned with people at work and with their relationships within an organization. It refers to the whole spectrum of an organization"s interaction with its human possessions from recruitment activity to

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42/416 **SUBMITTED TEXT** 32 WORDS **100%** **MATCHING TEXT** 32 WORDS

Significance of Personnel Administration The quality of an organization is dependent on the quality of its employees, that is, the personnel it employs. With the development of science and technology and

SIGNIFICANCE OF PERSONNEL ADMINISTRATION The quality of an organization is dependent on the quality of its employees, that is, the personnel it employs. With the development of science and technology and

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43/416 **SUBMITTED TEXT** 134 WORDS **98%** **MATCHING TEXT** 134 WORDS

growth of welfare functions to meet the demands of expanding population organizations whether public or private, have to perform a large number of tasks varied and complex. It is only possible if the personnel engaged in the attainment of objectives are efficient and sincere. In the middle of the three components required for developmental tasks, personnel, money, and material, it is the personnel or the human element which determines the quality and quantity of the performance and output. Even the contribution of money and material to performance depends considerably upon their manipulation through the human beings in an organization. Walter R. Sharp has aptly remarked, "Good administration is a composite of effective organization, adequate material facilities, and qualified personnel... Even poorly devised machinery may be made to work if it is manned with

growth of welfare functions in order to meet the demands of expanding population the whether public or private, have to perform a large number of tasks varied and complex. It is only possible if the personnel engaged in the attainment of objectives are efficient and sincere. In the middle of the three components required for developmental tasks, personnel, money and material, it is the personnel or the human element which determines the quality and quantity of the performance and output. Even the contribution of money and material to performance depends considerably upon their manipulation through the human beings in an organization. Walter Sharp has aptly remarked, "Good administration is a composite of effective organization, adequate material facilities and qualified personnel... Even poorly devised machinery may be made to work if it is manned with

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44/416 **SUBMITTED TEXT** 28 WORDS **100%** **MATCHING TEXT** 28 WORDS

well-trained, intelligent, imaginative, and devoted staff. On the other hand, the best-planned organization may produce unsatisfactory results if it is operated through mediocre or disgruntled people".

well- trained, intelligent, imaginative, and devoted staff. On the other hand, the best planned organization may produce unsatisfactory results if it is operated through mediocre or disgruntled people.

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45/416 **SUBMITTED TEXT** 48 WORDS **92%** **MATCHING TEXT** 48 WORDS

we can say that without efficient personnel, organizational tasks can never be fulfilled. Without efficient bureaucracy, the government can never create its plans and policies a success. The performance of the organization and the growth of its personnel is connected with the competence of 16

we can say that without efficient personnel, the organizational tasks can never be fulfilled. Without efficient bureaucracy, the government can never create its plans and policies a success. The performance of the organization and growth of its personnel is connected with the competence of

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46/416	SUBMITTED TEXT	50 WORDS	96%	MATCHING TEXT	50 WORDS

personnel constituting the organization. No country should neglect the development of human possessions. We also witness a complete wastage of human possessions due to unemployment, underemployment, and male employment. Positive steps have to be taken to remove these troubles. The augment in labour force necessity entails an augment in

personnel constituting the organization. No country should neglect the development of human possessions. We also witness a complete wastage of human possessions due to unemployment, underemployment, and male employment. Positive steps have to be taken to remove these troubles. The augment in labour force necessity entail an augment in

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47/416	SUBMITTED TEXT	111 WORDS	90%	MATCHING TEXT	111 WORDS

economically active population. The greatest natural resource of a nation is its people. Investments in developing human possessions through training, career development, planning, counseling, selection, job-oriented programmes, and designing appropriate performance appraisal and reward systems can go a long way in maintaining the morale and motivation of people high. These programmes accordingly influence organizational effectiveness. The most significant problem in public personnel administration is to ensure that vast manpower resource employed in the state sector yields the best possible return. The efficiency of public employees or the effectiveness of the personnel system depends on many factors, such as the quality of talent attracted to and retained in the public service,

economically active population. The greatest natural resource of a nation is its people. Investments in developing human possessions through training, career development, planning, counseling, selection, job-enrichment programmes and designing appropriate performance appraisal and reward systems can go a long way in maintaining the morale and motivation of people high. These programmes consequently influence organizational effectiveness. The mainly significant problem in public personnel administration is to ensure that vast manpower resource employed in the state sector yields the best possible return. Efficiency of public employees or the effectiveness of personnel system depend on many factors, such as the quality of talent attracted to and retained in the public service,

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48/416	SUBMITTED TEXT	56 WORDS	93%	MATCHING TEXT	56 WORDS

nature of training that the employees receive, values and motivation of employees, standards, and norms set up through formal and informal work groups, effectiveness in interpersonal relationships, styles of supervision and leadership, nature and adequacy of work tools and procedures for decision-creation and the character of interrelationships with the political procedure and social environment. The

nature of training which the employees receive, values and motivation of employees, standards and norms set up through formal and informal work groups, effectiveness in inter- personal relationships, styles of supervision and leadership, nature and adequacy of work tools and procedures for decision-creation and the character of interrelationships with the political procedure and social environment. The

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49/416 **SUBMITTED TEXT** 77 WORDS **96%** **MATCHING TEXT** 77 WORDS

ARC) had observed that “the present personnel system does not create for a rational and optimum utilization of human possessions within the civil service to the best advantage of administration as well as the community.” Throughout the last 40 years, the country has taken up past developmental responsibilities. This calls for an effective personnel system to formulate and carry out organizational functions. Public, as well as private organizations, are rising day by day, they both have

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50/416 **SUBMITTED TEXT** 29 WORDS **92%** **MATCHING TEXT** 29 WORDS

pursuit of developmental goals and it is only through the help of the right personnel and management of human possessions that these objectives can be realized. 3.4

pursuit of developmental goals and it is only through the help of right personnel and management of the human possessions that these objectives can be realized.

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51/416 **SUBMITTED TEXT** 72 WORDS **68%** **MATCHING TEXT** 72 WORDS

the personnel administrative system in the country has developed various functionalities. To create the public personnel system effectively, the ineffectiveness has to be properly recognized and removed. The Conference on Personnel Administration held in 1968 under the auspices of the Indian Institute of Public Administration(IIPA), New Delhi, lay that the existing personnel system did not meet the necessities of a desirable personnel administrative system. The existing system leaned too heavily on

The personnel administrative system in the country has developed sure functionalities and dysfunctionalities over era. In order make the more effective and efficient the dysfunctionalities have to be appropriately recognized and removed. The Conference on Personnel Administration held in 1968 under the auspices of Indian Institute of Public Administration, New Delhi, lay that “the existing personnel system did not meet the necessities of a desirable personnel administrative system. The existing system leaned too heavily on

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52/416 **SUBMITTED TEXT** 128 WORDS **97%** **MATCHING TEXT** 128 WORDS

more “status-oriented” rather than“attainment-oriented”. The personnel systems’ sanction is based on the criterion of an outdated selection system through means of a 17 purely academic examination. The necessities i.e. the desirable ingredients of a good and sound personnel system were recognized as follows, namely: • The best man for the job • Rising professionalization • Competitiveness in selection for higher administrative positions • Placement to be job-oriented and not status trapped • Motivation for better performance • Equal pay for equal work • Objective evaluation of performance • Rational promotion and personnel development system • Appropriate organization of functions of government and • Appropriate policies and practices to enable optimum personnel performance. In a Seminar on “Public Services and Social Responsibility”, organized through	more “status-oriented” rather than “attainment-oriented”. The cadre system"s sanction is based on the criterion of an outdated selection system through means of a purely academic examination. The necessities i.e. the desirable ingredients of a good and sound personnel system were recognized as follows, namely: The best man for the job Rising professionalization Competitiveness in selection for higher administrative positions Placement to be job-oriented and not status trapped Motivation for better performance Equal pay for equal work Objective evaluation of performance Rational promotion and personnel development system Appropriate organization of functions of government and appropriate policies and practices to enable optimum personnel performance. In a Seminar on “Public Services and Social Responsibility”, organized through

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53/416 **SUBMITTED TEXT** 30 WORDS **94%** **MATCHING TEXT** 30 WORDS

Indian Institute of Advanced Revised in Shimla (October 1973), some of the feature inadequacies and weaknesses of the public service system in India were recognized and debated. They were:	Indian Institute of Advanced Revise in Shimla (October 1973), some of the feature inadequacies and weaknesses of the public service system in India were recognized and debated. They were:

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54/416 **SUBMITTED TEXT** 174 WORDS **78%** **MATCHING TEXT** 174 WORDS

Bureaucracy, especially its higher echelons, has acquired a class character. In operation, its instrumental role is often subordinated, and it emerges as an end in itself. o The gap flanked by the administration and the citizen is widening. o Though inedible, it is, nevertheless, true that bureaucracy has been rather insensitive to the needs of the latter and has lost reliability. o Nowadays bureaucracy has become a slow-moving and dull-witted giant. There are contradictions and incompatibilities at dissimilar stages of bureaucracy. o The public services have become a prisoner of their procedures and precedents. Negative thinking appears to prevail. This leads to action rationalized in several ways... o Public services are becoming increasingly inadequate in taking up new tasks and challenges. Even in the maintenance of law and order, bureaucracy often finds itself ineffective. In the economic field, its performance has usually been poor. It has rarely been able to take a dynamic view of emerging troubles. It tries to cure today's ill with yesterday's remedies, but quite often these do not work.

Bureaucracy, especially its higher echelons, has acquired a class character. In operation, its instrumental role is often subordinated, and it emerges as an end in itself. 2) The gap between the administration and the citizen is widening. Though unpalatable, it is, nevertheless, true that bureaucracy has been somewhat insensitive to the needs of the latter and has lost credibility. 3) The public services are immobilised by their size. Today bureaucracy has.become a slow-moving and dull-witted giant. 4) There are contradictions and incompatibilities at different levels of bureaucracy. Frequent confrontations between these paralyse the entire machine. 5) The public services have become a prisoner of their own procedures and precedents. Negative thinking appears to prevail. This leads to inaction rationalised in various ways. . ' 6) public services are becoming increasingly inadequate in taking up the new tasks and challenges. Even in the maintenance of law and order, bureaucracy often finds itself ineffective. In the economic field, its performance has generally been poor. It has rarely been able to take a dynamic view of the emerging problems. It tries to chre today's ill with yesterday's remedies, quite often these do not work. 7)

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55/416 **SUBMITTED TEXT** 42 WORDS **96%** **MATCHING TEXT** 42 WORDS

Manpower planning creates long-range estimates of the general and specific manpower needs of the organization for dissimilar activities. By anticipating the need for several kinds of ability necessities and 18 stages of personnel, well in advance, a manpower plan

Manpower planning creates long range estimates of the general and specific manpower needs of the organization for dissimilar activities. Through anticipating the need for several kinds of ability necessities and stages of personnel, well in advance, a manpower plan

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56/416 **SUBMITTED TEXT** 43 WORDS **96%** **MATCHING TEXT** 43 WORDS

adequate lead time for recruitment, selection, and training of such personnel. It controls delays and is a very effective device to develop the required sources from which needed personnel can be made accessible. The objectives of manpower planning are: o To ensure

adequate lead time for recruitment, selection, and training of such personnel. It controls delays and is a very effective device to develop the required sources from which needed personnel can be made accessible. The objectives of manpower planning are: To ensure

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57/416 **SUBMITTED TEXT** 41 WORDS **92%** **MATCHING TEXT** 41 WORDS

optimum use of human possessions currently employed o To assess or forecast future skills necessities if the organization's overall objectives are to be achieved o To give control measures to ensure that necessary possessions are accessible as and when required

optimum use of human possessions currently employed To assess or forecast future skills necessities if the organization"s overall objectives are to be achieved To give control measures to ensure that necessary possessions, are accessible as and when required

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58/416 **SUBMITTED TEXT** 18 WORDS **82%** **MATCHING TEXT** 18 WORDS

recruitment stage o To anticipate the weaknesses of organizational procedures and avoid unnecessary dismissals. o To determine

recruitment stage To anticipate the weaknesses of organizational procedures and avoid unnecessary dismissals. To determine

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59/416 **SUBMITTED TEXT** 56 WORDS **94%** **MATCHING TEXT** 56 WORDS

To give a basis for management o To assess future accommodation necessities. At the stage of manpower planning, planners have to take into consideration several things. The planner necessity takes into account all such variables which are beyond his/her control, these are wavering variables that always affect the functioning of an organization, for instance,

To give a basis for management To assess future accommodation necessities . At the stage of manpower planning, planners have to take into consideration several things. The planner necessity takes into account all such variables which are beyond his/her control, these are wavering variables which always affect the functioning of an organization, for instance

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60/416 **SUBMITTED TEXT** 27 WORDS **100%** **MATCHING TEXT** 27 WORDS

strength of an organization, investment, union rules, etc. The planners also have to identify those variables which are manipulative, for instance, productivity, incentives, training, etc. the

strength of an organization, investment, union rules etc. The planners also have to identify those variables which are manipulative, for instance, productivity, incentives, training etc. the

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61/416 **SUBMITTED TEXT** 85 WORDS **100%** **MATCHING TEXT** 85 WORDS

necessity determine in advance the time horizons of their plans since they affect the changeability of structures and functions within the system. Manpower planning can only be effective if goals are explicitly laid down. Manpower planning has to determine the quality and quantity of personnel needed for a specific job. The methods used for this purpose are job analysis, job account, job specification, workload analysis, and work force analysis. Without effective manpower planning, the other functions of personnel administration viz. recruitment, placement, training, promotion,

necessity determine in advance the time horizons of their plans since they affect the changeability of structures and functions within the system. Manpower planning can only be effective if goals are explicitly laid down. Manpower planning has to determine the quality and quantity of personnel needed for a specific job. The methods used for this purpose are job analysis, job account, job specification, workload analysis, and work force analysis. Without effective manpower planning, the other functions of personnel administration viz. recruitment, placement, training, promotion,

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62/416 **SUBMITTED TEXT** 54 WORDS **96%** **MATCHING TEXT** 54 WORDS

In the general area of policy creation, the public services have not given a convincing account of themselves; they act through hunches and intuition rather than trained insights. In its Report on Personnel Administration, the Administrative ReformsCommission (ARC) (1968) while emphasizing the need for a new personnel system dealt with several characteristics of

In the general area of policy creation, the public services have not given a convincing account of themselves; they act through hunches and intuition rather than trained insights. In its Report on Personnel Administration, the Administrative Reforms Commission (ARC) (1968) while emphasizing the need for a new personnel system dealt with several characteristics of

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63/416 **SUBMITTED TEXT** 20 WORDS **100%** **MATCHING TEXT** 20 WORDS

personnel system in Central Government and highlighted its shortcomings. The first of these shortcomings, according to ARC, relates to

personnel system in Central Government and highlighted its shortcomings. The first of these shortcomings, according to ARC, relates to

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64/416 **SUBMITTED TEXT** 64 WORDS **97%** **MATCHING TEXT** 64 WORDS

professional inadequacy of the system to face the great diversification of the functions which calls 19 for a diversity of skills in the higher administration. Secondly, ARC diagnosed that the “tenure system” through which non-professional and non-committed “birds of passage” is brought temporarily, impeded “structure up new expertise in personnel”. Thirdly, it laid that “generalist” which has been the hallmark of

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65/416 **SUBMITTED TEXT** 32 WORDS **100%** **MATCHING TEXT** 32 WORDS

Indian personnel system has lost “its validity in many fields and is declining in importance” as an inevitable consequence of rapidly “rising technological sophistication” in administration. Fourthly, it would be in

Indian personnel system has lost "its validity in many fields and is declining in importance” as an inevitable consequence of rapidly “rising technological sophistication” in administration. Fourthly, it would be in

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66/416 **SUBMITTED TEXT** 126 WORDS **82%** **MATCHING TEXT** 126 WORDS

public interest to cast the net wide and choose the best material to match jobs with the persons possessing the needed qualification. In the prevalent system, man job match is not ideal, nor is it consciously practiced, because of the application of the “cadre” concept. Fifthly, in the policy advice and managerial decisions where specialist—professionals are not expected “to involve themselves directly” the whole procedure is amateurish, frustrating, and time-consuming. Sixthly, there is irrationality in the “remuneration pattern of the dissimilar services” which does not “give for recognition of merit, adequate opportunities for promotion and continuous incentive for good performance”. Eighthly, “adherence to seniority has proved damaging to quality”. Finally “the present personnel system does not create for a rational and optimum utilization of human

public interest to cast the net wide and choose the best material in an effort to'hatch jobs with the persons possessing needed qualification. In the prevalent system, man-job-match is not ideal, nor is it consciously practised, in view of the application of " cadre" concept. Fifthly, in the policy advice and managerial decisions where specialist-professionals are not expected "to involve themselves directly" the whole process is amateurish, frustrating and time consuming. - Sixthly, there is irrationality in the "remuneration pattern of the different services" which does not "provide for recognition of merit, adequate opportunities for ~romotion and continuous incentive for good ~erformance." I t I < 1 I Eighthly, "adherence to seniority has proved damaging to quality." Finally "the present personnel system does not make for a rational and optimum utilisation of human

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67/416 **SUBMITTED TEXT** 16 WORDS **100%** **MATCHING TEXT** 16 WORDS

an Efficient Public Personnel System The public personnel system has to perform several vital tasks,	AN EFFICIENT PUBLIC PERSONNEL SYSTEM The public personnel system has to perform several vital tasks,

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68/416 **SUBMITTED TEXT** 230 WORDS **97%** **MATCHING TEXT** 230 WORDS

human element is the mainly crucial part of any system, and it has to be adequately utilized. Several dysfunctionalities that have developed in public services over the decades are posing a lot of hurdles in the pursuance of administrative objectives. The troubles like the rising gap flanked by the administration and citizens, the immobility of public services, red-tapist, obsolete methods of operation, etc. have to be tackled properly. To evolve an efficient public personnel system a much closer interaction is described flanked by the public servants and the citizens. The concept of isolation of civil servants from the public has to be absent. Constant interaction flanked by the public personnel and government can also solve the difficulties to a great extent, a positive and cordial relationship flanked by the minister and the public servant is needed. According to H. Finer, "Though adequately organized the political side of the government, though wise the political philosophy, high leadership, and command, these will be of no effect without the body of officials who are experts in applying power and wisdom to the scrupulous cases and are permanently and specially employed to do so." There is a need for citizens' participation in administrative processes. Citizens should not just be the recipients of the fruits of the implemented programmes, they necessity actively take part in the formulation, implementation, and monitoring of plans as well.	human element is the mainly crucial part of any system, and it has to be adequately utilized. Several dysfunctionalities that have developed in the public services over the decades are posing a lot of hurdles in the pursuance of administrative objectives. The troubles like the rising gap flanked by the administration and citizens, the immobility of public services, red-tapist, obsolete methods of operation etc. have to be tackled properly. In order to evolve an efficient public personnel system a much more closer interaction is described for flanked by the public servants and the citizens. The concept of isolation of civil servants from the public has to be done absent with. Constant interaction flanked by the public personnel and government can also solve the difficulties to a great extent, a positive and cordial relationship flanked by the minister and the public servant is needed. According to H. Finer, "Though adequately organized the political side of the government, though wise the political philosophy, high leadership and command, these will be of no effect without the body of officials who are experts in applying power and wisdom to the scrupulous cases and are permanently and specially employed to do so." There is a need for citizen"s participation in administrative processes. Citizens should not just be the recipients of the fruits of the implemented programmes, they necessity actively take part in the formulation, implementation and monitoring of plans as well.

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69/416 **SUBMITTED TEXT** 26 WORDS **86%** **MATCHING TEXT** 26 WORDS

role of voluntary agencies, planning bodies at the grassroots stage, and panchayat bodies have become very significant. These bodies' 20 necessities aim at	Role of voluntary agencies, planning bodies at the grassroots stage and panchayat bodies has become very significant. These bodies necessity aim at

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70/416	SUBMITTED TEXT	30 WORDS	94%	MATCHING TEXT	30 WORDS

optimal utilization of human possessions. Media can also play an effective role in removing the dysfunctionalities of public personnel administration. It can highlight the methods adopted through administration in

optimal utilization of human possessions. Media can also play an effective role in removing the dysfunctionalities of public personnel administer It can highlight the methods adopted through administration in

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71/416	SUBMITTED TEXT	59 WORDS	86%	MATCHING TEXT	59 WORDS

removal of citizens' grievances. It can draw the attention of people to the difficulties faced by citizens in their interaction with the administrative personnel and the ways or methods through which they can voice them. Media can highlight the role of nongovernmental organizations and cooperatives in rising peoples' participation in administration. 3.5.1 Recruitment, Training, and Promotion of Personnel

removal of citizens grievances. It can draw the attention of people to the difficulties faced through citizens in their interaction with the administrative personnel and the ways or methods through which they can voice them. Media can highlight the role of nongovernmental organizations and cooperatives in rising people"s participation in administration. FUNCTIONS AND SIGNIFICANCE OF PERSONNEL

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72/416	SUBMITTED TEXT	14 WORDS	100%	MATCHING TEXT	14 WORDS

An organization has to create an assessment of its necessities in conditions of

an organization has to create an assessment of its necessities in conditions of

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73/416	SUBMITTED TEXT	18 WORDS	91%	MATCHING TEXT	18 WORDS

definition of a job, the skills, and specialization it entails the duration for which personnel is required,

definition of a job, the skills, and specialization it entails the duration for which personnel are required,

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74/416 **SUBMITTED TEXT** 88 WORDS **98%** **MATCHING TEXT** 88 WORDS

nature of work, etc. Manpower planning is engaged with these kinds of activities. Organizations whether large or small, whether public or private, are in constant need of manpower. They require men and women for dissimilar stages of positions for performing dissimilar types of jobs at dissimilar places and intervals. The number of personnel with defined skills and specializations needed at dissimilar periodic intervals has to be forecasted. Manpower planning predicts the number of personnel an organization will have to hire, train, or promote in a given period.

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75/416 **SUBMITTED TEXT** 142 WORDS **95%** **MATCHING TEXT** 142 WORDS

Recruitment Once the determination of manpower needs has been made, the recruitment and selection processes can begin. Recruitment is the procedure of searching for prospective workers and stimulating them to apply for jobs in the organization. It is a positive function that aims at raising the selection ratio which is the number of applicants per job. In contrast, the selection procedure is a 'negative' function because it attempts to eliminate applicants leaving only the best to be absorbed into the organization. Recruitment determines the tone and caliber of the services whether public or private. A faulty recruitment policy inflicts a permanent weakness upon the administration. Not even an effective training policy can create faultily recruited persons bright and efficient. The vital elements of a sound recruitment policy contain: o Discovery and cultivation of the employment market for posts in the organization

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76/416 **SUBMITTED TEXT** 15 WORDS **89%** **MATCHING TEXT** 15 WORDS

Use of attractive recruitment literature and publicity o Use of scientific tests for determining

Use of attractive recruitment literature and publicity Use of scientific tests for determining

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abilities of the candidates o Tapping capable candidates from within the organization o Placement programme which assigns the right man to the right job; and o A follow-up probationary programme as an integral part of the recruitment Procedure. 21 Recruitment implies matching the personnel features of potential employees with the job necessities. The sources of recruitment can be broadly classified into two: internal and external. Internal sources refer to the present working force of an organization. In the event of a vacancy, someone already on the payroll is promoted, transferred, or sometimes demoted. Filling a vacancy from an internal source has the advantages of raising the general stage of morale of existing employees and of providing the organization with more reliable information about the candidate's suitability. The major weakness of this source is that it may deprive the organization of a fresh outlook, originality, and initiative. External sources refer to the methods adopted by the organization to attract people from outside the organization through a thorough assessment of their qualifications, skills, and potential. Some of the methods of determining qualifications are the personal judgment of the appointing officer, certificates of skill, character, and education,

abilities of the candidates tapping capable candidates from within the placement programme which assigns the right man to the right job; and a follow-up probationary programme as an integral part of the recruitment Recruitment implies matching the personnel characteristics of potential employees with the job requirements. The sources of recruitment can be broadly classified into two: internal and external. Internal sources refer to the present working force of an organisation. In the event of a vacancy, someone already on the payroll is promoted, transferred or sometimes demoted. Filling a vacancy from internal source has the advantages of increasing the general level of morale of existing'employees and of providing to the organisation a more reliable information about the candidate's suitability. The major weakness of this source is that it may deprive the organisation of a fresh outlook, originality and initiative. External sources refer to the methods adopted by the organisation to attract people from outside the organisation through a thorough assessment of their qualifications, skills and potential. Some of the methods of determining qualifications are the personal judgement of the appointing officer, certificates of ability, character and education,

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78/416 **SUBMITTED TEXT** 232 WORDS **96%** **MATCHING TEXT** 232 WORDS

record of previous experience (educational and professional), and examinations. Employment agencies, advertisements, field trips, educational institutions, professional meetings, employee referrals, unsolicited applicants, etc. are some examples of external sources of recruitment. An organization cannot fill its vacancies from one single source only. Itis necessary cautiously combine some of these services, weighing their cost and flexibility, the quality of personnel they supply, and their effect on the present work- force. A planned recruitment programme gives the organization with job applicants from whom a required number of selections are made. There is no standard selection procedure for recruitment. Usually, the selection is made through a written test or an interview, or both. The final step in the selection procedure is that of inducting the new employee into the new social setting of his/her work. This is done by familiarizing the employee with the new surroundings and the rules and regulations of the organization. Several training methods are used to upgrade the skills of the recruits and integrate their goals with the organizational goals; we will now discuss some of these methods. Training Training is a well-articulated effort to give for increased competence in the service, through imparting professional knowledge, broader vision, and correct patterns of behaviour, habits, and aptitudes. It should be a continuous procedure in response to a continuously felt need. Training helps the entrant by inculcating occupational ability and knowledge, through

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79/416 **SUBMITTED TEXT** 261 WORDS **94%** **MATCHING TEXT** 261 WORDS

department's or organization's goals. Training adjusts the employees with the constant changes in the goals and techniques of organizations. The deficiencies of the new appointees may be corrected by imparting them necessary training. Training helps broaden the vision and outlook of the appointees. It equips those already in the service for higher 22 positions and greater responsibilities, enhances the efficiency of the employees, and helps build the integrity and morale of the employees. The conditions of training and education are closely related. Training is the art of rising the knowledge and ability of an employee for doing a scrupulous job. It is concerned with imparting specific skills for a scrupulous purpose. On the other hand, education is a broader term; it is concerned with rising general knowledge and understanding of the employee's total environment. The need for training is universal. Everybody needs training to effectively discharge the obligations of his/her office. It is a continuous procedure. Training can be informal or formal. Informal training is training through doing work and learning from mistakes. The ultimate success of informal training depends upon the experience and seniority of the senior officer and his/her interest in the new entrant. Formal training aims to inculcate administrative skills in the personnel through well-defined courses. Formal training improves the quality of administration. Pre-entry training, orientation training, in-service training, vocational training, post-entry training, etc. are some examples of formal training. Dissimilar methods of imparting training can be lecture method, case revise method, syndicate method, etc. Whatever the methods, the vital aims of training are always:

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80/416 **SUBMITTED TEXT** 55 WORDS **97%** **MATCHING TEXT** 55 WORDS

inculcating fresh knowledge in the middle of the employees o upgrading their skills o familiarizing the inducts with the organization, its environment, work circumstances, rules, norms, and goals o attuning the employees to the new needs of the organization o broadening the views and outlook of employees o maintaining the morale of the employees

inculcating fresh knowledge in the middle of the employees o upgrading their skills o familiarizing the inducts to the organization, its environment, work circumstances, rules, norms and goals o attuning the employees to the new needs of the organization o broadening the views and outlook of employees o maintaining the morale of the employees

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81/416 **SUBMITTED TEXT** 57 WORDS **100%** **MATCHING TEXT** 57 WORDS

development of novel attitudes and reducing waste, accidents, turnover, and absenteeism. Every administrative system necessity pays adequate attention to its training necessities. A well- trained, well-aware, and properly skilled personnel system is the very heart of an organization. Promotion Another vital function of personnel administration is promotion. The word 'promote' is derived from the Latin expression 'promoter',

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82/416 **SUBMITTED TEXT** 91 WORDS **94%** **MATCHING TEXT** 91 WORDS

advancement of an employee to a job better than the present one in conditions of greater responsibilities, more prestige or status, greater ability and augment in pay. The need for promotion arises from a diversity of factors. An organization can retain the services of its personnel through the device of promotion. Lower positions in the organization can attract competent persons if it creates provisions for its personnel to move higher. A sound policy of promotion fosters a feeling of belongingness in the personnel, contributes towards the 23 stability

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83/416 **SUBMITTED TEXT** 53 WORDS **93%** **MATCHING TEXT** 53 WORDS

structure of traditions and conventions in the organization. According to W.F. Willoughby, a sound promotion system should fulfill the following circumstances: o Adoption of standard specifications setting forth duties and qualifications required for promotions in the government service. o The classification of these positions into separate classes, series, grades, and services

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84/416	SUBMITTED TEXT	18 WORDS	100%	MATCHING TEXT	18 WORDS

The inclusion within this classification of all the higher administrative positions except those having a political character

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85/416	SUBMITTED TEXT	72 WORDS	97%	MATCHING TEXT	72 WORDS

The adoption, as far as possible of the principle of recruitment from within for filling up higher posts o The adoption of the principle of merit in determining the relative merits of employees eligible for advancement. The employees should be made aware not just of the opportunities for promotion open to them but also of the definite lines beside which such promotion is to be expected and the circumstances that necessity

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86/416	SUBMITTED TEXT	127 WORDS	100%	MATCHING TEXT	127 WORDS

Principle of merit. The principle of seniority is an age-old principle. Employees attach great importance to the length of service. According to H. Finer, “it is automatic and avoids the need for creation individual distinctions flanked by one person and another, of placing the young over the old, of measuring the responsibility for the result of promotion.” But, this gives rise to two vital questions. Is the employee with the longest service necessarily the mainly competent? If employees automatically qualify for higher jobs through being senior, will new employees be motivated to provide good performance? Yet, seniority cannot be rejected altogether through using the internal method of promotion; the administration can keep the morale of employees high and also encourage a competitive spirit for better performance.

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87/416 **SUBMITTED TEXT** 125 WORDS **96%** **MATCHING TEXT** 125 WORDS

use of external methods does give the competitive spirit to grow but the procedure affects the morale of the employees adversely. Using the principle of merit in promotion requires fair practices. To determine the merit of employees, a scientific system of 'performance appraisal' needs to be developed. It should be made as objective as possible. The appraisal should be of regular and continuous nature and should evaluate the quality, quantity, and styles of performance. It should contain also an 24 appraisal of the growth potential of an employee. Taking into consideration the weak and strong points of both principles, a mix of the two is adopted in the organizations while selecting candidates for promotion; both seniority and merit are given due weight

Use of external method does give for the competitive spirit to grow but in the procedure affects the morale of the employees adversely. Using the principle of merit in promotion requires fair practices. In order to determine the merit of employees, a scientific system of „performance appraisal" needs to be developed. It should be made as objective as possible. The appraisal should be of regular and continuous nature and should evaluate the quality, quantity, and styles of performance. It should contain also an appraisal of the growth potential of an employee. Taking into consideration the weak and strong points of both the principles, a mix of the two is adopted in the organizations while selecting candidates for promotion; both seniority and merit are given due weight

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88/416 **SUBMITTED TEXT** 123 WORDS **69%** **MATCHING TEXT** 123 WORDS

promotion has to be based on just and fair norms as it is a powerful means in the hands of the organization to reward its faithful workers. It is a powerful means to lead the employees toward the desired goals. Salary structuring The development of a sound salary system is a significant function of personnel administration. Salary has to be structured in such a way that the employees of the organization feel adequately rewarded and possessions accessible to the organization are optimally utilized. The following are the necessities for the development of a sound pay system: o The pay structure should be simple and rational the pay of a post should be related to the duties and responsibilities attached to that post

promotion has to be hased on just and fair norms as it is a powerful means in the hands of the organisation to reward its faithful workers. It is a powerful means to lead the employees towards the desired goals. 2.2.3 Salary Structuring I I Development of a sound salary-system is an important function of personnel administration. Salary has to be structured in such a way that the employees of the organisation feel adequately rewarded and resources available to the organisation are optimaly utilised.~the requirements for the development of a sound pay system : a the pay structure should be simple and rational the pay of a post should be related to the duties and responsibilities attached to that post

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89/416 **SUBMITTED TEXT** 65 WORDS **97%** **MATCHING TEXT** 65 WORDS

it should take into consideration the qualifications and experience prescribed it should be comprehensive and adequate to enable the employee to have a feeling of the total emoluments and to maintain a sure standard of living and it should take into account the comparable salaries paid in alternative occupations. Clarity and adequacy are the standard tasks of a sound pay structure. Good compensation plans,

it should take into consideration the qualifications and experience prescribed it should be comprehensive and adequate to enable the employee to have a feeling of the total emoluments and to maintain a sure standard of living and it should take into account the comparable salaries paid in alternative occupations. Comprehensibility and adequacy are the standard tasks of a sound pay structure. Good compensation plans,

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90/416 **SUBMITTED TEXT** 20 WORDS **92%** **MATCHING TEXT** 20 WORDS

have a salutary effect on the whole organization. Employees are happier in their work, cooperation, and loyalty are higher,

have a salutary affect on the whole organization. Employees are happier in their work, cooperation and loyalty are higher,

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91/416 **SUBMITTED TEXT** 164 WORDS **93%** **MATCHING TEXT** 164 WORDS

productive output is up and quality is better. In the absence of such plans, compensations are determined subjectively based on haphazard and arbitrary decisions. This makes many inequities which are in the middle of the main dangerous sources of friction and low morale in an organization. Although there can be both monetary and non-monetary forms of compensation prevalent in an organization, it is the former which is the main vital element through which individuals are attracted to an organization, persuaded to remain there, and induced to engage in a behavior that is beneficial to the organization. Each organization should structure the salaries of its employees in such a way that no employee feels inadequately rewarded. Separately from vital salary, additional allowances such as house rent allowance, conveyance allowance, recreation allowance, leave encashment; festival loan, etc. can be given to the employees. Moreover, the salary scales have to be constantly revised because of price rises or augment in profits for the organization Employees' Welfare

productive output is up and quality is better. In the absence of such plans compensations are determined subjectively on the basis of haphazard and arbitrary decisions. This makes many inequities which are in the middle of the mainly dangerous sources of friction and low morale in an organization. Although there can be both monetary and non monetary forms of compensation prevalent in an organization, yet it is the former which is the mainly vital element through which individuals are attracted to an organization, persuaded to remain there and induced to engage in a behaviour that is beneficial to the organization. Each organization should structure the salaries of its employees in such a way that no employee feels inadequately rewarded. Separately from vital salary, additional allowances such as house rent allowance, conveyance allowance, recreation allowance, leave encashment; festival loan etc. can be given to the employees. Moreover the salary scales have to be constantly revised in view of price rise or augment in profits for the organization Employees, Welfare

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92/416 **SUBMITTED TEXT** 46 WORDS **95%** **MATCHING TEXT** 46 WORDS

welfare of employees is one of the mainly significant functions of personnel administration, a good personnel system always gives top priority to the well- being of employees. A sound personnel 25 policy, proper recruitment and promotion techniques, conducive training methods, etc. make sure

Welfare of employees is one of the mainly significant functions of personnel administration, a good personnel system always gives topmost priority to the well- being of employees. A sound personnel policy, proper recruitment and promotion techniques, conducive training methods etc. a sure

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93/416 **SUBMITTED TEXT** 21 WORDS **100%** **MATCHING TEXT** 21 WORDS

physical and mental condition of the employees so necessary for good performance. These circumstances need to be maintained as well.

physical and mental condition of the employees so necessary for good performance. These circumstances need to be maintained as well.

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94/416 **SUBMITTED TEXT** 30 WORDS **89%** **MATCHING TEXT** 30 WORDS

motivation of employees and the structure of their morale at dissimilar stages helps in maintaining these circumstances. All kinds of welfare programmes in an organization are to help in

Motivation of employees and structure up of their morale at dissimilar stages helps in maintaining these circumstances. All kinds of welfare programmes in an organization are to help in

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95/416 **SUBMITTED TEXT** 25 WORDS **88%** **MATCHING TEXT** 25 WORDS

maintenance of these-circumstances only. Employees' benefit programmes make and stimulate morale which contributes to the creation and maintenance of favorable attitudes toward work and

maintenance of these-circumstances only. Employees" benefit programmes make and stimulate morale which contributes to the creation and maintenance of favorable attitude towards work and

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96/416 **SUBMITTED TEXT** 25 WORDS **100%** **MATCHING TEXT** 25 WORDS

work environment. These programmes contain fringe benefits such as holidays, dissimilar kinds of leave entitlement education facilities, canteen facilities, leave travel fare concession, etc.

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97/416 **SUBMITTED TEXT** 151 WORDS **94%** **MATCHING TEXT** 151 WORDS

physical condition is maintained through safety and health programmes, group health insurance plans, regular medical examinations, proper working circumstances like proper lighting, ventilation, space, and equipment, etc. These are all employee welfare measures. Maintenance of discipline and following a code of conduct in the organization also helps in creating a conducive work environment in the organization which is significant for employees' welfare. Penalties for violation of rules, under-performance, or non-performance vary widely in severity. The more usual forms of disciplinary action are warning or reprimand, reassignment to other duties, suspension from duty fora sure period, demotion to a position of lower rank or grade, and dismissal or removal from the service. Strict disciplinary actions are very essential as they augment the efficiency of work, raise the morale of the employees, and keep inefficient out of the organization. As a model employer, an organization gives several social welfare and security services

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98/416 **SUBMITTED TEXT** 44 WORDS **96%** **MATCHING TEXT** 44 WORDS

its employees. These can be in the form of sure tangible benefits. Some of these benefits supply financial protection against sure risks such as illness accidents, unemployment, and loss of income due to retirement. Some other benefits give extra leisure, extra income, and

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99/416 **SUBMITTED TEXT** 40 WORDS **100%** **MATCHING TEXT** 40 WORDS

better work environment. These programmes fulfill the physical, mental, financial, and recreational as well as the social needs of the employees. A proper retirement scheme is also very essential for employees' welfare. The organization needs to assure its employees

better work environment. These programmes fulfill the physical, mental, financial, and recreational as well as the social needs of the employees. A proper retirement scheme is also very essential for employees" welfare. The organization needs to assure its employees

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100/416 **SUBMITTED TEXT** 64 WORDS **91%** **MATCHING TEXT** 64 WORDS

an easy and carefree life in their old age. The age of retirement can be anywhere flanked by 50 and 65. Proper retirement benefits attract talented persons to the organization; they help the system of promotion, and through these benefits efficiency of employees increases. Besides pensions, some other benefits such as allowances to take care of inflation, medical facilities, provident fund, family pension,

an easy and carefree life in their old age. The age of retirement can be anywhere flanked by 50 and 65. Proper retirement benefits attract talented persons to the organization; they help the system of promotion, through these benefits efficiency of employee"s increases. Besides pension, some other benefits such as allowances to take care of inflation, medical facilities, provident fund, family pension,

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101/416 **SUBMITTED TEXT** 36 WORDS **98%** **MATCHING TEXT** 36 WORDS

travel concessions are also provided to retired employees. The primary aim of all these benefits is to give necessary means of livelihood and freedom from sure worries to the employees in their old age. Efforts

travel concessions are also provided to the retired employees. The primary aim of all these benefits is to give necessary means of livelihood and freedom from sure worries to the employees in their old age. Efforts

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102/416 **SUBMITTED TEXT** 63 WORDS **99%** **MATCHING TEXT** 63 WORDS

made to give counseling to help the retired personnel utilize their time and money effectively. All possible information should be passed on to employees who are seeking 26 retirement, external expertise can also be used through the organization in conditions of financial planning, planning for a second career, etc. A cautiously devised retirement plan necessity always forms a part of

made to give counseling to help the retired personnel to utilize their time and money effectively. All possible information should be passed on to employees who are seeking retirement, external expertise can also be used through the organization in conditions of financial planning, planning for a second career etc. A cautiously devised retirement plan necessity always forms a part of

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103/416 **SUBMITTED TEXT** 39 WORDS **96%** **MATCHING TEXT** 39 WORDS

planning package of an organization. Redressal of employees' grievances is yet another very significant characteristic of employee welfare programmes. The interests of the employees and the employers should not be in disagreement. Over the decades there has been

planning package of an organization. Redressal of employees" grievances is yet another very significant characteristic of employees" welfare programmes. The interests of the employees and the employers should not be in disagreement. Over the decades there has been

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104/416 **SUBMITTED TEXT** 116 WORDS **92%** **MATCHING TEXT** 116 WORDS

common needs and interests of the employees. There are several ways and channels to solve the troubles of the employees. Redressal cells in the organization should try to remove the grievances of the personnel quickly and systematically. The organization has to give its employees effective leadership. It has to generate the will to work in the middle of the employees. Inculcation of morale, of that spirit, that state of mind, which expresses itself in loyalty, enthusiasm, cooperation, pride in the service, and devotion to duty, is the end of the whole personnel system. Employees' necessity has a sense of security, attainment, and belongingness in the organization. Through attitude surveys and proper recruitment, selection, promotion, training,

common needs and interests of the employees. The employees" several ways and channels to solve the troubles of the employees. Redresall cells in the organization should try to remove the grievances of the personnel quickly and systematically. The organization has to give to its employee"effective leadership. It has to generate the will to work in the middle of the employees. Inculcation of morale, of that spirit, that state of mind, which expresses itself in loyalty, enthusiasm, cooperation, pride in the service and devotion to duty, is the end of the whole personnel system. Employee"s necessity has a sense of security, attainment, and belongingness in the organization. Through attitude surveys and proper recruitment, selection, promotion, training,

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105/416 **SUBMITTED TEXT** 21 WORDS **92%** **MATCHING TEXT** 21 WORDS

salary structuring policies, an organization can formulate appropriate welfare schemes and develop a workable work environment for its employees. 3.6

salary structuring policies, an organization can formulate appropriate welfare schemes and develop a conducive work environment for its employees.

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106/416 **SUBMITTED TEXT** 15 WORDS **100%** **MATCHING TEXT** 15 WORDS

success of any administrative system depends on how effectively it handles its personnel functions.

Success of any administrative system depends on how effectively it handles its personnel functions.

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107/416 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

determines the quantity and quality of the performance and output.

determines the quantity and quality of the performance and output

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108/416 **SUBMITTED TEXT** 22 WORDS **69%** **MATCHING TEXT** 22 WORDS

With their requisite skills, aptitude, integrity, and organizing capacity, they can build the image of their organizations or effective institutions in	with their requisite skills, aptitude, integrity and organising capacity that they can build the imaee of their oreanisations as effective institutions in

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109/416 **SUBMITTED TEXT** 36 WORDS **82%** **MATCHING TEXT** 36 WORDS

in developing human resources through training, career development, planning, counseling, selection, job enrichment programs, and designing suitable performance appraisals and reward systems can go a long way in maintaining the morale and motivation of people	in developing human possessions through training, career development, planning, counseling, selection, job-enrichment programmes and designing appropriate performance appraisal and reward systems can go a long way in maintaining the morale and motivation of people

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110/416 **SUBMITTED TEXT** 14 WORDS **100%** **MATCHING TEXT** 14 WORDS

Ghosh, P., Personnel Administration in India, Sudha Publications (P) Ltd., New Delhi, 1969.	Ghosh, P, 1969. Personnel Administration in India, Sudha Publications (P) Ltd.: New Delhi.

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Public Services and their Role in Administrative System Structure 4.1 Objective 4.2 Introduction 4.3 Meaning 4.4	PUBLIC SERVICES AND THEIR ROLE IN ADMINISTRATIVE SYSTEM Structure 3.0 3.1 3.2 3.3 3.4 Objectives Introduction Meaning

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Public Services 4.6 Transition from Traditional' to 'Contemporary' State 4.7 Growth in the Functions of	public services. Transition from Traditional' to 'Modern' State With the growth in the functions of

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executive segment of the government needs the support of an organization (Public Administration) for the proper formulation and implementation of its programmes. One of the important aspects of public administration is the 'public services', which are instruments of regulation, development, and change in administration. They are the most essential part of the administrative system. The role and functions of public services within the administrative system constitute an important focus of study. This Unit

executive segment of the government needs the help of an organisation which may be termed Public Administration for the proper formulation and implementaiion of its programmes. One of the important parts of Public Administration is the 'public sen4ces1. Public services is an instrument of development and change. It has become one of the most essential and vital parts of the administrative system. The role and functions of the public services within the administrative system constitute an important focus of study. This unit

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Public Services" are usually defined to mean the civil services constituted through the government to translate all its plans and programmes into implement able action. In common usage, civil service means that branch of governmental machinery that is concerned not with law creation but with law enforcing functions. In the executive branch of the government, there are two parts, the ministers, and civil servants. The civil servants carry out the orders of the ministers and advise them in policy formulation. According to E.N. Gladden, "Civil Service is the name of a significant government institution comprising the staffs of

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central administration of the state. It s more for it stands for a spirit essential to the success of modem democracy, an ideal of vocation in public officials who devote their lives to the service of the community". In administrative phraseology, public services have a slightly wider connotation in the sense 29 that they are taken to cover, besides civil servants,

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extended group of employees who may be working in public sector undertakings, nationalized banks, and other quasi-governmental organizations funded wholly or partly through the government. While the civil servants are the holders of civil posts, whose remuneration in India is paid out of

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Consolidated Fund of India, others are not so paid. In Britain, they are also accepted as "those servants of the crown other than holders of the political and judicial offices, who are employed in civil capability and of course, remunerated through budget passed through Parliament".In brief, as H. Finer stated "Civil Service is a professional body of officials, permanent, paid and skilled" and further, classified British Civil Service into three categories, administrative (policy formulation and execution); technical (scientific and specialized categories like doctors, engineers, etc.) and manipulative (executing orders of the first two classes). Public services are

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Well-knit and well-organized public bureaucratic structure precedes electoral democracy. It gives stability and stability to the system of government. Public services are a blend of sure characteristics viz. expertise, vitality, and leadership. This blend enables public services to function independently and efficiently. 4.4 Relationship Flanked by the Government and Public Services The art of governance and administration has been

Well-knit and well-organized public bureaucratic structure precedes electoral democracy. It gives stability and stability to the system of government. Public services are a blend of sure characteristics viz. expertise, vitality, and leadership. This blend enables the public services to function in independent and efficient manner. RELATIONSHIP FLANKED BY THE GOVERNMENT AND PUBLIC SERVICES The art of governance and administration has been

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integral characteristic of human society. For governance, there has always been a government, whatever its form, and for carrying out the objectives of the government, there have always been public services. Public services have always been

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formulation, implementation, monitoring, and evaluation of its programmes. Therefore, the type and the character of the public services would, no doubt, depend on the kind of government and the nature and scale of the tasks to be performed through it. As a consequence, whenever and wherever there is a change in the government, public services also experience a change to some extent. Bureaucrats have more knowledge, experience, intergovernmental ties, and time than politicians. Both are dependent on each other. The relationship flanked by the government and public services has provided that the dichotomy flanked by policy formulation and implementation can never be strictly maintained in practice. Experience has shown that this kind of departmentalization flanked by governmental and administrative activities is partly, but not wholly true. It is very hard for the government to be only concerned with policy formulation whereas for the services to only deal with

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administration of these formulated policies. Both in theory and practice, there is

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frequent crossing of boundaries, as a result, a relationship of complementarily, mutuality, and

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has developed flanked by the 30 two. The government sets the goals for public services; hence it is instrumental as an instrument to achieve these goals. 4.5 Scope of Public Services The role of public services is changing with time. Status-quo-bound public services can never solve the new and rising administrative troubles. Public services have to change in a way that is conducive to the development

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innovative administrative programmes and systematic progress of the country. Its scope is widening and one cannot think of all-round development without effective public services. 4.6 Transition from Traditional' to 'Contemporary' State With the growth in the functions of the State,

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development of science and technology, the role of the government has undergone a substantial change. Government has to undertake the primary responsibility of governance of its people. This governance involves multifaceted functions in the political, social, and economic areas. Law and order, internal security, and defense against external aggression are some of the sovereign functions of the state. As no government can exist or acquire legitimacy in a political vacuum, the appropriate political systems necessity necessarily is devised for

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survival and growth of the government. Likewise, since people can't live on politics alone, their socio-economic needs will also have to be catered to. Therefore social, political, and economic characteristics of governance become critical areas of concern for the administration. As the government grows and undertakes newer tasks and responsibilities,

survival and growth of the government. Likewise, since people can"t live on politics alone, their socio-economic needs will also have to be catered to. Therefore social, political, and economic characteristics of governance become critical areas of concern for the administration. As the government grows and undertakes newer tasks and responsibilities,

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administration also has to respond suitably and effectively. This administrative response is possible only with a proper and rational organization of the public services, for,

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administration will be reduced to nothing if there are no competent public services to assist it. When the state changes its ideological philosophy from the traditional to the modern, the administration also undergoes a fundamental change. Therefore, when the state transcends itself from "warfare" to "welfare", the administration undergoes a transition from a 'law and order' orientation to a 'developmental' orientation. Development becomes the focus and planning becomes essential, for it is only through systematic and scientific planning that resource mobilization and input utilization within the shortest time is possible to attain optimal output.

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administration, therefore, has to pay attention to policy formulation, programme design, project management, and programme evaluation. For all this, efficient and effective public services are required since efficiency in the conduct of government business depends primarily on 31 the skill of personnel employed through the state. Government cannot afford to have the personnel, within the services, who are not fit. When the country adopts development-oriented goals and objectives, the governmental duties become not only socio-economically compulsive but also acquire new dimensions. This calls for efficient and qualified personnel. Plans for administrative reforms can only be successful if they are accompanied by a heightened attitude and motivated skill on the part of the public personnel. Competent personnel is, therefore the sinequanon of effective public services, and the qualities that are sought in public personnel are integrity, skill, dedication, devotion to duty, intelligence, and diligence. 4.7 Growth in the Functions of Public Services Public officials are required to perform all the tasks and duties arising out of the obligations of the government in rendering service to its people. Some of these tasks are, advising ministers on policy issues, supervising all characteristics of administrative, technical, and scientific programmes, economic and financial activities, social welfare, and services. They are also engaged with delegated legislation, administrative adjudication, and public relations. With the augment in the welfare functions the purpose and the scope of the administration have been reoriented. The U.N. Handbook noted

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the State is expected today to be the accelerator of economic and social change and no longer the preserver of the status quo. And in its new role as the prime mover and stimulator of national development, it is expected to spread the benefits of economic and social progress to everyone. No longer dare a government indefinitely limit the enjoyment of the fruits of the earth and of man's labour and ingenuity to a small privileged class. Moreover, the modern state is expected to achieve these purposes within the general framework of the consent of the people, and with due regard to the rule of law and individual human rights. It is hard today to find a State, whatever

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present power structure that does not call itself a democracy, a government of the people. A modern State may act as the director, entrepreneur, or stimulator of private initiative, or indeed in all three capacities. In a socialist economy, practically all organized effort is placed in the public sector and its whole management becomes the concern of the public services. Several countries because of their prevailing social and economic circumstances and availability of possessions are committed to preserving the largest possible sphere of activity for private enterprise and local initiative. But even in these countries vast rising functions and activities concerning national stage opinion are undertaken through the government. Capitalist economies have witnessed an expansion of their public services. In these countries, several such areas have come up which are solely under the public sector,

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Public Services have become today one of the main essential parts of the government. Civil servants perform many functions. The major functions are: 32 Determination of Policy: Civil servants are actively involved in the formulation and determination of the policy of the country. Although the policy is the sphere of the legislature, the technical demands of the government's role call for the intervention of public servants in matters of policy formulation. The civil servants recommend policies to the ministers. The ministers being amateurs cannot understand the complexities of public policy and consequently act on the advice of the civil servants. So, civil servants greatly influence the formulation of national policy. The civil servants suggest alternatives to a policy that is practically enforceable as they know how the policy works in practice. Implementation of Legislation and Policies: The civil servants execute the policies passed through the legislature. Civil servants exercise a large sphere of discretion in the execution of laws and policies. He/she weighs cautiously all the factors that may affect implementation before taking action. They have to see whether the law or policy is favorable and enforceable, they necessity act impartially and honestly according to legislative standards and the rule of law. Delegated Legislation: The civil servants also frame departmental legislation. The legislature gives a broad outline of the legislation and delegates to the civil servants the power to create details of that legislation. Delegated legislation has become very useful because the legislature has no time to frame detailed rules and regulations and is not familiar with the complexities of modern legislation. The civil servants frame rules and regulations and issue orders per the legislation passed through the legislature. These rules are therefore scrutinized by the legislature again and then enforced through the civil servants. Administrative Adjudication: Civil servants today exercise quasi-judicial powers also. They determine the cases on issues involving the rights and obligations of private citizens or parties. Some judicial powers have to be in the hands of civil servants to secure

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public interest and protect the poor from use. The growth of administrative adjudication is the result of the need to have reasonable and speedy justice in cases under social enactments and cases involving technical complexities. The civil servants enforce policies and so can provide judgment according to the necessities of the policies. Besides these, the routine functions of civil services are licensing and inspection, regulation of government policies, collection of taxes, taking note of working circumstances, etc. Therefore, in brief, civil servants perform the functions of:

public interest and protect the poor from use. The growth of administrative adjudication is the result of the need to have reasonable and speedy justice in cases under social enactments and cases involving technical complexities. The civil servants enforce policies and so are able to provide judgment according to the necessities of the policies. Besides these, the routine functions of civil services are licensing and inspection, regulation of government policies, collection of taxes, taking note of working circumstances etc. Therefore in brief, civil servants perform the functions of:

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Advising the government concerning the programmes. o Providing the ministers with necessary information and statistics. o Implementing the plans, policies, and programmes formulated through the Government.

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Monitoring and evaluating the programmes of the Government. 33 o Carrying out the tasks delegated to them through the Government. o Determining cases on issues involving the rights and obligations of private citizens and parties. 4.8 Role of Civil Services Instrumentality Role There is a general agreement that civil services should play an instrumental role in its operation, in as much as it is not the master but agent of policy formulation and execution. It is, so, approximately universally expected, and considerably accepted, that the services should be so intended and structured as to respond systematically and willingly to the political leadership and policy parameters this essentially represents a philosophy of primacy of political control over

Monitoring and evaluating the programmes of the Government. Carrying out the tasks delegated to them through the Government. Determining cases on issues involving rights and obligations of private citizens and parties. ROLE-MODELS FOR CIVIL SERVICES Instrumentality Role There is a general agreement that the civil services should play basically an instrumental role in its operation, in as much as it is not the master but agent of policy formulation and execution. It is, so, approximately universally expected, and considerably accepted, that the services should be so intended and structured as to respond systematically and willingly to the political leadership and policy parameters this essentially represents a philosophy of primacy of political control over

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administrative system. Despite their participative and pervasive attendance in the policy programmes of the state, the public services are not supposed to stray too much from their instrumental role to become	administrative system. Despite their participative and pervasive attendance in the policy programmes of the state, the public services are not supposed to stray too much from their instrumental role to become

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prime mover behind policy creation. Fritz Morstein Marx credits "merit bureaucracies even in modern nation-states of the West as having contributed considerably to the viability of the policy" through "professional outlook to every conduct of governmental activities"." It is not the same thing to say that the public services cannot, should not, and need not, under any circumstances, involve themselves	prime mover behind policy creation. Fritz Morstein Marx credits "merit bureaucracies even in modern nation states of the West as having contributed considerably to the viability of the policy" through "professional outlook to every conduct of governmental activities"." It is not the same thing to say that the public services cannot, should not and need not, under any circumstances, involve themselves

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policy creation procedure, but through and large, the civil servants should not involve themselves in policy creation full- fledged Neutrality Role The neutral role of the civil services aligns with its instrumentality role. It is therefore clear that if civil services have to perform, in the right spirit of their structural functional framework, they have to be"neutral" in their approach, outlook, and activities. No way should their political values affect their conduct and behaviour. Civil servants are the objective, dispassionate and non-partisan band of professionals who should do a job entrusted to them with clinical proficiency, efficiency, and dedication. Once a policy has been decided and	policy creation procedure, but through and large, the civil servants should not involve themselves in policy creation full-fledged Neutrality Role The neutrality role of the civil services is in consonance with its instrumentality role. It is therefore clear that if civil services have to perform, in the right spirit of their structural functional framework, they have to be "neutral" in their approach, outlook, and activities. No way should their political values affect their conduct and behaviour. Civil servants are the objective, dispassionate and non-partisan band of professionals who should do a job entrusted to them with clinical proficiency, efficiency, and dedication. Once a policy has been decided and

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decision taken to implement the programme, all that civil servants should do is try to use all the accessible possessions in an optimum manner for the execution of the programme. In other words, the civil services necessity not is allowed to take political sides. The individual value system may certainly come into play while rendering advice to the ministers or at the time of strategizing for policy but not thereafter. The civil servants are not the political mediators but

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servants of the state. Political neutrality is the sinequanon of civil servants, the civil service and party politics should be kept poles separate. Therefore civil servants are expected to implement the policies 34 decided upon by the government. It is neither responsible for

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political content of programmes nor to defend them in public. Commitment Role Should the civil servants be committed to the cause of a party, the ruling party, or a person of the party? Intellectually? Emotionally? Ideologically? Where should their commitment lie? Such questions are very

political content of programmes nor it has to defend it in public. Commitment Role Should the civil servants be committed to the cause of a party, or the ruling party or a person of the party? Intellectually? Emotionally? Ideologically? Where should their commitment lie? Answers to such questions are very

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significant for understanding the commitment role of civil services. Dissimilar views have been expressed on the subject. The first and common view holds that commitment means that civil servants should be in accord with the policy objectives of the government. Secondly, it has been held that such a commitment should be to a new social and economic order and has to be consciously built and nurtured through the careers of civil servants. The third view is a corollary to the second view, it says that commitment should be related to the developmental philosophy of the state, societal, economic, and political, besides all the other modernizing and nation structure programmes Fourth view holds that commitment should, ideally, be to the ideals of the Constitution of the country which represents the communal wisdom of the people concerning the governance of the policy. And, ultimately, commitment has to be to the conscience of the civil servants, their beliefs, cultural and ethical values, and sense of justice and righteousness. Civil servants have often displayed their personal alignment, identification, and belongingness to political parties; they often display personal loyalty to “the boss”. This type of personalized commitment helps civil servants in better career progression and more accelerated delegation. But the term committed bureaucracy does not mean a bureaucracy loyal to a scrupulous political party; it does not even connote civil servants owing loyalty to a scrupulous individual, political person, or leader. It means that bureaucracy should be committed to the objectives, ideals, institutions, and modalities contained in the Constitution. Impersonality Role Civil services should, by and large, adopt an „impersonality" profile while dealing with matters concerning policies, programmes, and issues. Civil servants cannot afford to take or twist a decision based on the persons involved with it or the persons who can be affected by it, but should strictly conform to the principles, rules, guidelines, etc. They should govern the matters before the government, irrespective of the status, standing, and position of the affected individuals. Civil servants have to take a dispassionate approach to troubles. Anonymity Role 35 The role of anonymity requires that the minister has to answer for the actions of civil servants in the Parliament. The civil servants, therefore, are protected from criticism of Parliament. A minister has to protect the civil servant who has executed his/her definite order. Minister is also responsible to the Parliament for the wrong action of the civil servant. Therefore the principle of anonymity goes

significant for understanding the commitment role of the civil services. Dissimilar views have been expressed on the subject. The first and the common view hold that commitment means that the civil servants should be in accord with the policy objectives of the government. Secondly, it has been held that such a commitment should be to a new social and economic order, and has to be consciously built and nurtured through the careers of civil servants". The third view is a corollary to the second view, it says that commitment should be related to the developmental philosophy of the state, societal, economic and political, besides all the other modernizing and nation- structure programmes Fourth view holds that commitment should, ideally, be to the ideals of the Constitution of the country which represents the communal wisdom of the people concerning the governance of the policy. And, ultimately, commitment has to be to the conscience of the civil servants, their belief, cultural and ethical values, and sense of justice and righteousness. Civil servants have often displayed their personal alignment, identification, and belongingness to political parties; they often display personal loyalty to „the boss". This type of personalized commitment helps the civil servants in better career progression and more accelerated delegation. But the term committed bureaucracy does not mean a bureaucracy loyal to a scrupulous political party; it does not even connote civil servants owing loyalty to a scrupulous individual, political person or leader. It means that bureaucracy should be committed to the objectives, ideals, institutions, and modalities contained in the Constitution. Impersonality Role Civil services should, through and large adopt an „impersonality" profile while dealing with matters concerning policies, programmes and issues. Civil servants cannot afford to take or twist a decision on the basis of the persons involved with it or the persons who can be affected through it, but should strictly conform to the principles, rules, guidelines etc. They should govern the matters before the government, irrespective of the status, standing, and position of the affected individuals. Civil servants have to take a dispassionate approach to troubles. Anonymity The role of anonymity requires that the minister has to answer for the actions of civil servants in the Parliament. The civil servants therefore are protected from criticism of Parliament. A minister has to protect the civil servant who has executed his/her definite order. Minister is also responsible to the Parliament for the wrong action of the civil servant. Therefore the principle of anonymity goes hand in hand with the

hand in hand with the principle of ministerial responsibility. It means that civil servants work behind the curtain; they cannot openly come out and play a predominant role in politics. They have to function in an environment of anonymity; this helps them in taking honest and objective decisions. Professional Role Civil servants are employed for their knowledge, ability, expertise, experience, competence, and merit. They necessarily utilize all their skills to implement the development programmes with full zeal and enthusiasm. Civil servants' necessity is trained to use all the mental, physical, and technical skills at hand in a mainly effective and efficient manner. The aim should be to train civil servants in such a way that maximum results can be achieved with minimum inputs at the least cost within the shortest time frame. Professional excellence, result motivation, and intellectual integrity should be their motives. Learning and continuing education should be built into the system itself, for that is the foundation for structuring a professional

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professional role of civil servants is the genesis of their subsistence. 4.8.1- The Changing Role of Public Services Because of the rising complexities of governmental tasks, future administrators necessity acquire knowledge in the fields of science and technology, social and behavioral sciences, modern tools of management, human relations in management, and administrative research and development. The Administrative Reforms Commission observed that the "role of generalists" in administration is losing its validity in many fields. This is an inevitable consequence of the rising application of science and technology in solving administrative troubles. In the context of the new challenges of change that public services have to face, the latter cannot escape two compulsions, one of version and the other of professionalization. Several factors like changing political scenarios, rising aspirations of people, expanding

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scale of administrative operations, rising size of administrative structure, and developing science and technology are forcing public services to adapt to the dissimilar changes and professionalize them. According to Gabriel A. Almond, public services have to attend to sure functions either in combination with political authorities, confidentially, independently, or single-handedly and openly. He recognizes even such functions and categorized them into input and output functions. Input functions are political socialization, interest articulation and aggregation, and 36 political communication. The output functions comprise rule creation, rule application, and rule adjudication. For discharging these functions properly, the public services necessities address themselves to two kinds of relationships, one of mutual compliance, referring to

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externality' relationship. Both influence the performance of public services and necessity, therefore, be integrated. To cope with these colossal functions, public services

externality" relationship. Both influence the performance of public services and necessity therefore be integrated. To cope up with these colossal functions, the public services

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acquire and develop appropriate and adequate capacities. Unless they are fully equipped, they cannot help in

acquire and develop appropriate and adequate capacities. Unless they are fully equipped, they cannot help in

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goals of the programmes and policies and can lead to a wide gap flanked by declared objectives and their realization. The public servants necessary undertake capability generation programmes (such programmes necessarily aim at rising the capability of public servants to perform administrative tasks properly) within the framework of specific needs, particularistic environment, local culture, and ethos. With the rising involvement of public services in the public sector enterprises and other quasi-government undertakings, they have to become more flexible and adaptable. 4.9

goals of the programmes and policies and can lead to a wide gap flanked by declared objectives and their realization. The public servants necessity undertake capability generation programmes (such programmes necessity aim at rising the capability of public servants in order to perform the administrative tasks properly) within the framework of specific needs, particularistic environment, local culture and ethos. With the rising involvement of public services in the public sector enterprises and other quasi- government undertakings, they have to become more flexible and adaptable.

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The twentieth century, therefore, is witnessing an extension of governmental functions beyond all limits. The concept of welfare Stat and service e has been approximately universally accepted. Governments have taken up the responsibility of utilization of manpower, natural possessions, and technology to make an environment conducive to all-around economic development and social well- being. This further strengthens the role of public services. The demands of the people upon their government have become insistent, the government is measured to be an agency to meet these urgent demands and devise ways to overcome social and economic deficiencies in the administrative system. 4.11

The twentieth century, therefore, is witnessing an extension of governmental functions beyond all limits. The concept of welfare and service State has been approximately universally accepted. Governments have taken up the responsibility of utilization of manpower, natural possessions, and technology to make an environment conducive to all-round economic development and social well-being. This further strengthens the role of public services. The demands of the people upon their government have become insistent, the government is measured to be an agency to meet these urgent demands and devise ways to overcome social and economic deficiencies in the administrative system.

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of Public Personnel Administration in India Structure 5.1 Objective 5.2 Introduction 5.3 Role of Public Service Commission in Public Personnel

of public personnel administration in India, Explain. ..... 2) Discuss the role of Public Service Commission in public personnel

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Public personnel administration in India comprises the public services of the country. Through now you necessity is familiar with the meaning and scope of public services in India, and their role in the administrative system necessity has also become clear. The public personnel administration has sure features which are dissimilar from the private administration in several ways. Public personnel administration has to cater to the needs of a larger number of people and is engaged with the supply of varied services. Public personnel administration does not exist in a vacuum. It is the product of vital public policy, it operates under public scrutiny, it mirrors general social and economic circumstances, and it has a continuous impact on the general welfare. The government is dependent on the public personnel system for the implementation of its programmes, without proper utilization of human services, no policy, programme, or rule can be made successful. Present Public Personnel Administration is a Legacy of the Past The bureaucracy in India, especially the top bureaucracy is a spillover of British rule. The East India Company promoted a service structure for meeting their commercial and trading interests. In 1858 when the British Government took over the reins of administration in India, the political consolidation of the country and use of the country's possessions to serve its interests became its aims. This described minimum economic, social, and developmental activities but maximum administrative stranglehold. The superior civil services that are higher civil services were manned by either British or Indians recruited from higher economic and feudal strata of society. The lower subordinate stages comprised only the Indians. The whole system was an excellent instance of high and low, top and bottom, master and servant. The preponderant features of

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public personnel system were: o It was 'elitist', exclusive in outlook and approach, o It displayed despotism in action and

public personnel system were: It was „elitist", exclusive in outlook and approach It displayed despotism in action and

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It maintained safe and wide aloofness from the people, 39 o It developed structural rigidity and functional frigidity, o It was too hierarchic and precedent adherent, o It had no human relations orientation, o It had feudalist, and separatist attitudes and tempers, o It had no welfare or development motivation. India became independent in 1947, but could not develop or structure a novel public personnel system. Our Independence was accompanied by a painful partition of the country, communal riots, massive migration of displaced persons, and the influx of refugees. Moreover, we had to tackle the complicated troubles of integration of states, depletion of administrative personnel due to

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voluntary retirement of British ICS officers, and transfer of Muslim ICS officers to Pakistan. If the health of the economy was bad on account of the after-effects of the Second World War and partition, the condition of administration, particularly personnel administration was worse. The vital administrative structure remained the same. There were gaps in the cadre; experienced senior stage officers were very few and competent personnel were just not accessible. With the adoption of the Constitution in 1950 and the commencement of the first Five-Year Plan, a lot of pressure came to be laid on the personnel system. The elitist hierarchic authoritarian and rigid administration now had to be revamped to meet the Constitutional objectives of liberty, equality, fraternity, and justice. Our plan objectives viz. economic development, industrialization, modernization, and social justice put the administration under considerable strain, the administration had to be converted into a development, and welfare-oriented administration. We can say that after independence, two vital changes took place which greatly affected the role of civil service. First, with the adoption of the system of parliamentary democracy, the civil service became accountable to the political executive. Secondly, civil service became an instrument of development. Personnel system, for that matter any system necessity have a purpose which has to be related to the objectives of the organization. In the case of public personnel administration in India, its vital aim is the facilitation and fulfillment of the goals of the government. This is the rationale for creating government services; this is the justification for their subsistence. Once the goals have been formulated, the public personnel system necessity rises to implement the programmes and achieve the qualitative and quantitative targets through judiciously harnessing the accessible possessions, keeping two dimensions in view, time, and cost. For this purpose,

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public personnel system is involved with the functions of recruitment, selection, placement, training, health, safety, performance rating, promotions, and

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general welfare of the employees. 40 Augment in Development Functions The extension of social security benefits and an enlarged public aid to education have become very significant functions of the government. The government has assumed the larger responsibility of achieving

general welfare of the employees. Augment in Development Functions The extension of social security benefits and an enlarged public aid to education have become very significant functions of the government. The government has assumed the larger responsibility of achieving

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security and well-being of all citizens. Implementation of these changes is not an easy task. The skills and experience of public service are required for this purpose. Public service is an essential social instrument, it bridges the gaps flanked by legislative content and its fulfillment. Public service can help to establish and strengthen the minimum circumstances required for economic development. It is responsible for laying down circumstances for the maintenance of law and order, development of infrastructural facilities, and favorable administrative structure. The public services through fixing sure general or specific output objectives play

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significant role in modifying the resource structure of the country. The public services have now taken control of government undertakings or semi- government bodies. Rising Number of Public Personnel Due to the augment in the social and economic functions of the government, the number of public personnel is rising at a very fast rate. As the tasks of the government are rising, the need for personnel to perform these tasks is also rising. A large number of new departments, corporations, commissions, and boards are now being set up. The Second Pay Commission had estimated that on April 1, 1948, there were 14,45,050 employees in the Central Government. On June 30, 1957, this figure had increased to 17,73,570. On January 1, 1965, it increased to 22,64,795. On January 1, 1981, it further increased to 32,27,539. This shows that with every new activity of government that aims at providing new services for the welfare of people, the number of government employees is constantly rising. Rising Number of Specialists in Public Services The concept of a Welfare State, augmented by the aspirations of people and the growth of science and technology has brought forth the demand for	significant role in modifying the resource structure of the country. The public services have now taken control of government undertakings or semi-government bodies. Rising Number of Public Personnel Due to the augment in the social and economic functions of the government, the number of public personnel is rising at a very fast rate. As the tasks of the government are rising, the need for personnel to perform these tasks is also rising. A large number of new departments, corporations, commissions, and boards are now being set up. The Second Pay Commission had estimated that on April 1, 1948, there were 14, 45,050 employees in the Central Government. On June 30, 1957, this figure had increased to 17, 73,570. On January 1, 1965, it increased to 22, 64,795. On January 1, 1981, it further increased to 32, 27,539. This shows that with every new activity of government that aims at providing new services for the welfare of people, the number of government employees is constantly rising. Rising Number of Specialists in Public Services The concept of Welfare State, augment in the aspirations of people and the growth of science and technology has brought forth the demand for

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rising role of specialists in administration. New specialism, new techniques,	rising role of specialists in administration. New specialism, new techniques,

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new methods are now being expected from civil servants. The role of specialists in public services has therefore become very crucial and their number in the services is constantly rising. Low Rate of Turnover of Employees in Government Service The rate of turnover of government employees is quite low in India. According to O Glenn Stahl, employees leave their jobs for a diversity of reasons like voluntary resignation, optional retirement, and 41 instances of death or frequent transfers. In India, people accept government service as a career and do not resign on their own due to permanency and moderately good circumstances of service. Reasonable hours of work, good leave entitlements, provident fund and retirement benefits, and housing and health facilities attract people to public services and are even able to retain them. Sound promotion policy is another factor that encourages public personnel and fosters a feeling of belongingness in them. In addition, an adequate retirement and pension system also encourages personnel to continue in service till their retirement. Therefore the turnover of public personnel is quite low. Mainlyreferences of turnover are confined to the vacancies occurring due to death, removal, dismissal, and retirement Classification of governmental position is a necessity for a career service based on merit. It enables rational standards or norms to be set up for the selection of personnel, permits uniformity in the method of describing dissimilar kinds of jobs, and establishes an alike basis for giving equal status and equal pay for equal work. There are two well- recognized systems of classification, one is Rank Classification, and the other is Duties or Position Classification. India follows the system of rank classification. In India, public personnel is classified into “classes” as well as “services”. We have four classes of service, class 1, class 2, class 3,

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class 4, these are now described as Group A, B, C, and D services, corresponding to differences in the responsibility of the work performed and the qualifications required. Another way of classification is into ‘services’. Public personnel in India are directly recruited for dissimilar services e.g. Archaeological Services, Engineering Services, Post, and Telegraphs Traffic Services, etc. Once the public personnel is recruited to these services, they continue to be the members of the scrupulous service until they retire or resign. At present public services are classified into the following classes: o All-India Services

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rank classification system is very easy to understand and administer, it promotes mobility through facilitating transfers within the services, it is flexible in operation, and it opens more career opportunities for individuals. But this kind of system violates the principle of “equal pay for equal work”, it does not describe the contents of any job in detail,

Rank classification system is very easy to understand and administer, it promotes mobility through facilitating transfers within the services, it is flexible in operation, and it opens more career opportunities for individuals. But this kind of system violates the principle of „equal pay for equal work", it does not describe the contents of any job in detail,

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it does not explain what is expected of a post. This system is not conducive to the formulation of scientific standards on which

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selection of personnel, training, posting, transfer, career development, promotion, etc. may be organized. The position classification 42 system prevalent in the USA, Canada, and

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rank classification system prevalent in our country. Limited Political Rights of Civil Servants Very limited political rights of civil servants have been regarded as one of the essential circumstances to maintain the discipline, integrity, and political neutrality of the services. To ensure the political neutrality of public services, civil servants are denied direct participation in political activities.

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165/416 **SUBMITTED TEXT** 193 WORDS **91%** **MATCHING TEXT** 193 WORDS

Therefore we can conclude that the political rights of civil servants are very limited. The higher civil servant's necessity is above politics, as they have to serve the changing governments drawn from dissimilar political parties with the same vigor and honesty. According to Masterman Committee Report, "the public interest demands the maintenance of political impartiality in the Civil Service and confidence in that impartiality is an essential part of the structure of Government". So, the political rights of civil servants must be limited. 5.3 Role of Public Service Commission in Public Personnel Administration The Public Service Commission is an independent statutory body. In India, the Public Service Commission has been so intended to function only as an advisory body. All rights concerning the appointments of personnel are vested in the Government. The Constitution does not envisage a vital role for the Commission in personnel administration. The Constitution of India gives for aUnion Public Service Commission and for State Public Service Commissions beside a Joint Public Service Commission on the request of two or more state governments. The functions of the Union and State Public Service Commission may be summarized as follows:

Therefore we can conclude that the political rights of the civil servants are very limited. The higher civil servants necessity is above politics, as they have to serve the changing governments drawn from dissimilar political parties with the same vigor and honesty. According to Masterman Committee Report, "the public interest demands the maintenance of political impartiality in the Civil Service and confidence in that impartiality is an essential part of the structure of Government ". So, it necessary that political rights of the civil servants are limited. Role of Public Service Commission in Public Personnel Administration The Public Service Commission is an independent statutory body. In India, the Public Service Commission has been so intended as to function only as an advisory body. All rights concerning the appointments of personnel are vested in the Government. The Constitution does not envisage vital role for the Commission in personnel administration. The Constitution of India gives for a Union Public Service Commission and for State Public Service Commissions beside with a Joint Public Service Commission on the request of two or more state governments. The functions of the Union and State Public Service Commissions may be summarized as follows:

W http://niilmuniversity.in/coursepack/humanities/Principles_of_Personnel_Administration.pdf

166/416 **SUBMITTED TEXT** 220 WORDS **94%** **MATCHING TEXT** 220 WORDS

To advise the Government on matters concerning the method of recruitment and principles to be followed in creating appointments to the civil services either directly or through promotion. o To conduct examinations, written as well as personality tests, for appointments to the civil services of the respective governments. o To advise the government on matters relating to the suitability of candidates for promotion and transfer. Recommendations for such promotions are made through the concerned departments and Commission is requested to ratify them. o The Commission is consulted on matters relating to temporary appointments for periods flanked by one to three years, grant of extension of services, and re-employment of sure retired civil servants. 43 o The Commission is also consulted on matters relating to regularization of appointments, claims for the award of pension, claims for reimbursement of legal expenses incurred through the Government servants in defending legal proceedings instituted against them relating to acts done in the execution of their official duties, claims for pension, or compensation in respect of injuries sustained on duty. o The Commission is also consulted while creating order in any disciplinary case in circumstances like (i) censure; (ii) withholding of increments or promotions; (iii) reduction to a lower service, grade, or post; (iv) compulsory retirement; and (v) removal or dismissal from service.

To advise the Government on matters concerning the method of recruitment and principles to be followed in creation appointments to the civil services either directly or through promotion. To conduct examinations, written as well as personality tests, for appointments to the civil services of the respective governments. To advise the government on matters relating to the suitability of candidates for promotion and transfer. Recommendations for such promotions are made through the concerned departments and Commission is requested to ratify them. The Commission is consulted on matters relating to temporary appointments for periods flanked by one to three years, grant of extension of services and re-employment of sure retired civil servants. The Commission is also consulted on matters relating to regularization of appointments, claims for the award of pension, claims for reimbursement of legal expenses incurred through the Government servants in defending legal proceedings instituted against them relating to acts done in the execution of their official duties, claims for pension, or compensation in respect of injuries sustained on duty. The Commission is also consulted while creation of an order in any disciplinary case in the circumstances like, (i) censure; (ii) withholding of increments or promotions; (iii) reduction to a lower service, grade or post; (iv) compulsory retirement; and (v) removal or dismissal from service.

W http://niilmuniversity.in/coursepack/humanities/Principles_of_Personnel_Administration.pdf

167/416 **SUBMITTED TEXT** 96 WORDS **96%** **MATCHING TEXT** 96 WORDS

The Commission has to present to the President or the Governor, as the case may be, its annual report, with its recommendations. There is a provision that the Parliament and the State legislatures, as the case may be, may confer additional functions on their respective Public Service Commissions. Therefore the Public Service Commission is a recruiting agency with purely advisory roles, consulted also in sure disciplinary and other matters. There are some statutory restrictions on the powers of the Public Service Commission. According to an amendment in Article, 320, which was effected in 1961,

The Commission has to present to the President or the Governor, as the case may be, its annual report, with its recommendations. There is a provision that the Parliament and the State legislatures, as the case may be, may confer additional functions on their respective Public Service Commissions. Therefore the Public Service Commission is a recruiting agency with purely advisory role, consulted also in sure disciplinary and other matters. There are some statutory restrictions on the powers of the Public Service Commissions. According to an amendment in Article, 320, which was effected in 1961,

W http://niilmuniversity.in/coursepack/humanities/Principles_of_Personnel_Administration.pdf

168/416	SUBMITTED TEXT	45 WORDS	96%	MATCHING TEXT	45 WORDS

to consult the UPSC in a case where he proposes to create an order for the removal, dismissal, or reduction in rank of a civil servant after he is satisfied that such action is necessary for the interest of the security of the State.

to consult the UPSC in a case where he proposes to create an order for the removal, dismissal or reduction in rank of a civil servant after he is satisfied that such action is necessary in the interest of the security of the State..

W http://niilmuniversity.in/coursepack/humanities/Principles_of_Personnel_Administration.pdf

169/416	SUBMITTED TEXT	51 WORDS	78%	MATCHING TEXT	51 WORDS

Conclusion Therefore we can say that it is the personnel that more than anything determines the quantity and quality of the performance and output of an organization. Even the contribution of money and material to the performance of an organization depends substantially upon their manipulation by the human beings in

CONCLUSION Thus we can say that it is the personnel which more than anything else determines the quantity and quality of the performance and output of an organisation. Even the contribution of money and material to the performance of an organisation depends substantially upon their manipulation by the human beings in

W https://docshare.tips/ignou39s-public-administration-material-part-4-personnel-adminstration_574b ...

170/416	SUBMITTED TEXT	42 WORDS	70%	MATCHING TEXT	42 WORDS

Personnel constitutes an integral part of the organization. It is with their requisite skills, aptitude, integrity, and organizing capacity that they can build the image of their organizations as effective institutions in nation- building. Personnel administration with its ever-increasing responsibilities has become

Personnel constitute an integral part of the organisa!ion. It is with their requisite skills, aptitude, integrity and organising capacity that they can build the imaee of their oreanisations as effective institutions in natinn h ~ i i l d i n ~ . Personnel administration with its ever increasing responsibilities has become

W https://docshare.tips/ignou39s-public-administration-material-part-4-personnel-adminstration_574b ...

171/416	SUBMITTED TEXT	32 WORDS	90%	MATCHING TEXT	32 WORDS

indispensable part of management. There is a need for making personnel administration responsible for bringing about innovative changes in the structure of an organization, undertaking personnel research, and conducting attitude surveys

indispensable part of management. There is a need for making personnel administration responsible for bringing about innovative changes in the structure of organisation, undertaking personnel research and conducting attitude surveys.

W https://docshare.tips/ignou39s-public-administration-material-part-4-personnel-adminstration_574b ...

172/416	SUBMITTED TEXT	15 WORDS	100%	MATCHING TEXT	15 WORDS

There is also a need for making personnel administration accountable for formulating cost-effective policies

There is also a need for making personnel administration accountable for formulating cost effective policies

W https://docshare.tips/ignou39s-public-administration-material-part-4-personnel-adminstration_574b ...

173/416	SUBMITTED TEXT	32 WORDS	87%	MATCHING TEXT	32 WORDS

administration is concerned with people at work and their relationships within an organization. It refers to the entire spectrum of an organization's interaction with its human resources from recruitment activity to

administration which is concerned with people at work and with their relationships within an organization. It refers to the whole spectrum of an organization"s interaction with its human possessions from recruitment activity to

W http://niilmuniversity.in/coursepack/humanities/Principles_of_Personnel_Administration.pdf

174/416	SUBMITTED TEXT	35 WORDS	85%	MATCHING TEXT	35 WORDS

retirement process. It involves personnel training and forecasting, appraising human performance, selection and staffing, training and development, and maintenance and improvement of performance and productivity. It is closely related to an organization's overall effectiveness.

retirement procedure. It involves personnel planning and forecasting, appraising human performance, selection and staffing, training and development and maintenance and improvement of performance and productivity. Personnel administration is closely related to an organization"s overall effectiveness.

W http://niilmuniversity.in/coursepack/humanities/Principles_of_Personnel_Administration.pdf

175/416	SUBMITTED TEXT	25 WORDS	100%	MATCHING TEXT	25 WORDS

To obtain these objectives, personnel administration is concerned with planning, organizing, directing, coordinating, and controlling the cooperative efforts of individuals within an organization 5.5

To obtain these objectives, personnel administration is concerned with planning, organizing, directing, coordinating, and controlling the cooperative efforts of individuals within an organization.

W http://niilmuniversity.in/coursepack/humanities/Principles_of_Personnel_Administration.pdf

176/416	SUBMITTED TEXT	13 WORDS	100%	MATCHING TEXT	13 WORDS

Write a short note on the scope of public personnel administration.

Write a short note on the scope of public personnel administration. 2.

W https://mis.alagappauniversity.ac.in/siteAdmin/dde-admin/uploads/2/PG_M.A._Personnel%20Management ...

177/416 **SUBMITTED TEXT** 14 WORDS **100%** **MATCHING TEXT** 14 WORDS

Ghosh, P., Personnel Administration in India, Sudha Publications (P) Ltd., New Delhi, 1969.

Ghosh, P, 1969. Personnel Administration in India, Sudha Publications (P) Ltd.: New Delhi.

W https://docshare.tips/ignou39s-public-administration-material-part-4-personnel-adminstration_574b ...

178/416 **SUBMITTED TEXT** 23 WORDS **47%** **MATCHING TEXT** 23 WORDS

Swamin, the bureaucracy Amatya, the territory Janapada, the fortified capital Durga, the treasury Kosa, the army Danda, and the Mitra (the ally).

SA Hema Pandey llm 4th seme.docx (D141969426)

179/416 **SUBMITTED TEXT** 23 WORDS **70%** **MATCHING TEXT** 23 WORDS

the mansabdari system was employed to manage the bureaucracy. The mansabdari system was essentially a pool of government servants who could be

SA Hema Pandey llm 4th seme.docx (D141969426)

180/416 **SUBMITTED TEXT** 31 WORDS **48%** **MATCHING TEXT** 31 WORDS

checks and balances on their appointments and caution, and it also suggests a continuous watch on the operation of the civil service, including regularly updating the monarch on their performance.

SA Hema Pandey llm 4th seme.docx (D141969426)

181/416 **SUBMITTED TEXT** 24 WORDS **80%** **MATCHING TEXT** 24 WORDS

land reforms and established the land revenue system, which ultimately became a major component of the Indian taxation system. His view of service

SA Hema Pandey llm 4th seme.docx (D141969426)

182/416 **SUBMITTED TEXT** 12 WORDS **95%** **MATCHING TEXT** 12 WORDS

the Indian Civil Service, also known as the Imperial Civil Service.

SA dissertation by Anand kumar to alok sir.docx (D138857810)

183/416 **SUBMITTED TEXT** 24 WORDS **100%** **MATCHING TEXT** 24 WORDS

covenanted' and 'uncovenanted'. The covenanted civil service consisted of only Europeans (i.e., British personnel) occupying the higher posts in the government. The Uncovenanted

SA Service Law project 16A047.docx (D72573240)

184/416 **SUBMITTED TEXT** 25 WORDS **40%** **MATCHING TEXT** 25 WORDS

that the patronage-based structure of the East India Company be replaced with a high-quality permanent civil service that would be selected through competitive examinations.

that the patronage-based system of the East India Company should be substituted by a lasting civil service, entry into which would be grounded on merit through a competitive entrance examination.

W https://mis.alagappauniversity.ac.in/siteAdmin/dde-admin/uploads/2/PG_M.A._Personnel%20Management ...

185/416 **SUBMITTED TEXT** 37 WORDS **68%** **MATCHING TEXT** 37 WORDS

The Charter Act of 1833 provided that 'No native of the said territories shall be, by reason only of his religion, place of birth, descent, colour or any of them be disabled from holding any place,

SA Prasoon_Public Administration MU_139.pdf (D57561254)

186/416 **SUBMITTED TEXT** 25 WORDS **41%** **MATCHING TEXT** 25 WORDS

the Court of Directors and the Board of Control, the act transferred the government, territories, and revenues from the company to the Crown. In

SA DR. Atma Ram-Efforts for Administrative Reforms in India.docx (D23434349)

187/416 **SUBMITTED TEXT** 24 WORDS **62%** **MATCHING TEXT** 24 WORDS

of the government 'to increase the association of the Indians in every branch of the administration and the gradual development of self-governing institutions

of the Parliament to give for the rising association of Indians in every branch of Indian administration and for the gradual development of sell governing institutions

W http://niilmuniversity.in/coursepack/humanities/Indian_Administration.pdf

188/416 **SUBMITTED TEXT** 19 WORDS **91%** **MATCHING TEXT** 19 WORDS

in England; however, recruitment to the other two categories was to be made by the provincial governments, partly

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

189/416 **SUBMITTED TEXT** 24 WORDS **83%** **MATCHING TEXT** 24 WORDS

appointments to these services were made by the secretary of state. The all-India services were ultimately responsible to the government of India and

Appointments to personnel administration were to be made by the Secretary of State. The All-India Services were ultimately responsible to the Government of India and

W https://mis.alagappauniversity.ac.in/siteAdmin/dde-admin/uploads/2/PG_M.A._Personnel%20Management ...

190/416 **SUBMITTED TEXT** 31 WORDS **41%** **MATCHING TEXT** 31 WORDS

the Indian Police Service, the Indian Forest Service, the Indian Civil Veterinary Service, the Indian Educational Service, the Indian Agriculture Service, the Indian Forest Engineering Service, the Indian Medical Service (

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

191/416 **SUBMITTED TEXT** 19 WORDS **57%** **MATCHING TEXT** 19 WORDS

The all-India services, including the Indian Civil Service, Indian Police Service, Indian Medical Services, and Indian Forest Service (

the only All India Services which survived were the Indian Civil Service, Indian Police, Indian Service of Engineers (Irrigation Branch), Indian Medical Service (Civil Branch) and Indian Forest Service (

W http://niilmuniversity.in/coursepack/humanities/Principles_of_Personnel_Administration.pdf

192/416 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

the Government of India Act of 1919, the Public Service Commission

SA MHYS-45 Indian Administrative System.docx (D151906351)

193/416 **SUBMITTED TEXT** 29 WORDS **85%** **MATCHING TEXT** 29 WORDS

No further recruitment should be made for provincial governments, particularly in transferred fields, namely, the Indian Education Service, the Indian Agriculture Service (Civil), the Indian Veterinary Service, the

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

194/416 **SUBMITTED TEXT** 32 WORDS **90%** **MATCHING TEXT** 32 WORDS

the state legislatures to regulate the recruitment and conditions of service of persons appointed, to public services and posts in connection with the affairs of the Union or of any state.

the appropriate Legislature regulate the recruitment, and conditions of service of persons appointed, to public services and posts in connection with the affairs of the Union or of any State:

W https://mis.alagappauniversity.ac.in/siteAdmin/dde-admin/uploads/2/PG_M.A._Personnel%20Management ...

195/416 **SUBMITTED TEXT** 83 WORDS **92%** **MATCHING TEXT** 83 WORDS

According to Article 3010, every person who is a member of a defence service or of a civil service of the Union or of an all-India service or holds any post connected with defence or any civil post under the Union holds office during the pleasure of the President, and every person who is a member of a civil service of a state or holds any civil post under a State holds office during the pleasure of the Governor of the state.

According to Article 310, every person who is a member of a defence service or the civil service of the Union or an All India Service or holds any post connected with defence or any civil post under the Union holds office during the pleasure of the President, and every person who is a member of a civil service of a state or holds a civil post under a state holds office during the pleasure of the Governor of the State.

W https://docshare.tips/ignou39s-public-administration-material-part-4-personnel-adminstration_574b ...

196/416 **SUBMITTED TEXT** 23 WORDS **66%** **MATCHING TEXT** 23 WORDS

on proportionate pensions if at any time the department in which they had been employed should be placed under the control of

SA sharnappa.Palekar.Political Sciene.2016.doc (D18302150)

197/416 **SUBMITTED TEXT** 34 WORDS **98%** **MATCHING TEXT** 34 WORDS

if the Council of States has declared by resolution supported by not less than two-thirds of the members present and voting that it is necessary or expedient in the national interest to do

SA Hema Pandey llm 4th seme.docx (D141969426)

198/416 **SUBMITTED TEXT** 35 WORDS **71%** **MATCHING TEXT** 35 WORDS

be able to ➢ Understand meaning, importance and bases of the classification of services in India ➢ explain the system of classification of services in India during the pre-Independence period ➢ Know the

be able to : state the meaning, importance and bases of the classification of services discuss the advantages and types of classification explain the system of classification of services in India during the pre-Independence period describe the

W https://docshare.tips/ignou39s-public-administration-material-part-4-personnel-adminstration_574b ...

199/416 **SUBMITTED TEXT** 23 WORDS **71%** **MATCHING TEXT** 23 WORDS

Civil services, after independence, have been categorised into three types- All India Services (IAS), Central Services and State Services. 2.3.

Civil Services, after Independence, have been categorised into three types-All India Services (common to both Centre & States), Central Services (for purely Central subjects) and State Services (

W https://docshare.tips/ignou39s-public-administration-material-part-4-personnel-adminstration_574b ...

200/416 **SUBMITTED TEXT** 16 WORDS **96%** **MATCHING TEXT** 16 WORDS

services are recruited and trained by the central government but are assigned to different states

services are recruited and trained by the central government, but they are assigned to different states.

W https://docshare.tips/ignou39s-public-administration-material-part-4-personnel-adminstration_574b ...

201/416 **SUBMITTED TEXT** 13 WORDS **100%** **MATCHING TEXT** 13 WORDS

A. K. (1944). Civil Service in India, Under the East India Company:

SA Prasoon_Public Administration MU_139.pdf (D57561254)

202/416	SUBMITTED TEXT	23 WORDS	56%	MATCHING TEXT	23 WORDS

the Constitution to be all-India services. The third all-India service, the Indian Forest Service, was founded in 1966. The All-India Services Act,

the Constitution relates to the All India Services. A new All India Services, the Indian Forest Service, was constituted in July 1966, though an amendment to the All India Services Act, 1951

W http://niilmuniversity.in/coursepack/humanities/Indian_Administration.pdf

203/416	SUBMITTED TEXT	18 WORDS	88%	MATCHING TEXT	18 WORDS

of the Constitution of India has constitutionalised the formation of Indian Administrative Services (IAS) and Indian Police

of the Constitution of India has constitutionalised the 'formation of Indian Administrative Service Civil Services in Indb (IAS) and Indian Police

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204/416	SUBMITTED TEXT	32 WORDS	50%	MATCHING TEXT	32 WORDS

The All- India services promote the unity and solidarity of the country by combating parochial attitudes of the 58 states. Because the officers of these services are generally posted

The all-India Services also help in promoting the unity and solidarity of India by combating the parochial attitudes of the States. the officers belonging to these services are posted

W https://mis.alagappauniversity.ac.in/siteAdmin/dde-admin/uploads/2/PG_M.A._Personnel%20Management ...

205/416	SUBMITTED TEXT	16 WORDS	73%	MATCHING TEXT	16 WORDS

they are less susceptible to local and regional influences than officers from within the state

they are less likely to succumb to local and regional pressures than officers from within the state. ?

W https://mis.alagappauniversity.ac.in/siteAdmin/dde-admin/uploads/2/PG_M.A._Personnel%20Management ...

206/416	SUBMITTED TEXT	20 WORDS	85%	MATCHING TEXT	20 WORDS

of All India services under the direct control of the centre to carry out the president's policies.

of All India services who are under the direct control of the centre, would carry out the president's policies

W https://mis.alagappauniversity.ac.in/siteAdmin/dde-admin/uploads/2/PG_M.A._Personnel%20Management ...

207/416 **SUBMITTED TEXT** 20 WORDS **92%** **MATCHING TEXT** 20 WORDS

but the details of their recruitment, condition of service, etc. were to be laid down by a parliamentary legislation.

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

208/416 **SUBMITTED TEXT** 35 WORDS **47%** **MATCHING TEXT** 35 WORDS

Service Indian Audit and Accounts Service; Indian Defence Accounts Service; Indian Foreign Service; Indian Inspection Service; Indian Meteorological Service; Indian Postal Service; Indian Posts and Telegraphs Traffic Service; Indian Revenue Service; Indian State Service;

Service, Indian Audit and Account Service, Indian Defence Accounts Service, Indian Foreign Service, Indian Postal Service, Indian Revenue Service, Central Legal Service, Central Information Service, Indian Statistical Service, Indian Economic Service.

W http://niilmuniversity.in/coursepack/humanities/Indian_Administration.pdf

209/416 **SUBMITTED TEXT** 20 WORDS **92%** **MATCHING TEXT** 20 WORDS

which is concerned with the administration of state subjects such as agriculture, education, forest, health, planning, police, etc. The

SA MHYS-45 Indian Administrative System.docx (D151906351)

210/416 **SUBMITTED TEXT** 17 WORDS **90%** **MATCHING TEXT** 17 WORDS

Service as well as the state services occupy the higher posts in the state administration.

SA MHYS-45 Indian Administrative System.docx (D151906351)

211/416 **SUBMITTED TEXT** 22 WORDS **63%** **MATCHING TEXT** 22 WORDS

Civil services, after independence, have been categorized into three types- All India Services (IAS), Central Services and State Services. ➢

Civil Services, after Independence, have been categorized into three kinds—All India Services (common to both Centre & States), Central Services (for purely Central subjects) and State Services (

W http://niilmuniversity.in/coursepack/humanities/Principles_of_Personnel_Administration.pdf

212/416 **SUBMITTED TEXT** 22 WORDS **52%** **MATCHING TEXT** 22 WORDS

The All- India services promote the unity and solidarity of the country by combating parochial attitudes of the states. ➢ The

The all-India Services also help in promoting the unity and solidarity of India by combating the parochial attitudes of the States. Normally, the

W https://mis.alagappauniversity.ac.in/siteAdmin/dde-admin/uploads/2/PG_M.A._Personnel%20Management ...

213/416 **SUBMITTED TEXT** 19 WORDS **66%** **MATCHING TEXT** 19 WORDS

In personnel administration classification means a grouping of various positions on the basis of their duties and responsibilities.

In personnel administration classification means grouping of several positions on the basis of their duties and responsibilities.

W http://niilmuniversity.in/coursepack/humanities/Principles_of_Personnel_Administration.pdf

214/416 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

Indian Administrative Services (IAS), Indian Police Services (IPS), and Indian Forest

SA Pushpender Yadav and Sandip Tripathi.docx (D154785574)

215/416 **SUBMITTED TEXT** 25 WORDS **100%** **MATCHING TEXT** 25 WORDS

Classification brings some orderliness into the system and makes for uniform treatment of all the people who are grouped together on certain criteria.

Classification brings some orderliness into the system and makes for uniform treatment of all the people who are. grouped together on certain criteria.

W https://docshare.tips/ignou39s-public-administration-material-part-4-personnel-adminstration_574b ...

216/416 **SUBMITTED TEXT** 14 WORDS **88%** **MATCHING TEXT** 14 WORDS

the Central Government may, after consultation with the Governments of the States concerned, [

the Central Government, after consultation with the Governments of the States concerned,

W https://dopt.gov.in/sites/default/files/IAS%2528PAR%2529_Rules.pdf

217/416 **SUBMITTED TEXT** 23 WORDS **100%** **MATCHING TEXT** 23 WORDS

regulate the recruitment, and the conditions of service of persons appointed, to the All-India Services common to the Union and the States.

SA Hema Pandey llm 4th seme.docx (D141969426)

218/416 **SUBMITTED TEXT** 14 WORDS **100%** **MATCHING TEXT** 14 WORDS

What are the types of the classification of services? Discuss their features.

What are the types of the classification of services? Discuss their features.
.....
.....
.....
..... 8.6

W https://docshare.tips/ignou39s-public-administration-material-part-4-personnel-adminstration_574b ...

219/416 **SUBMITTED TEXT** 18 WORDS **62%** **MATCHING TEXT** 18 WORDS

New Delhi: Orient Longman. Misra, B. B. (1970). The Administrative History of India. London: Oxford University Press.

New Delhi. M s m , B.B. 1970. The Administrative History of India, Oxford University Press:

W https://docshare.tips/ignou39s-public-administration-material-part-4-personnel-adminstration_574b ...

220/416 **SUBMITTED TEXT** 24 WORDS **58%** **MATCHING TEXT** 24 WORDS

Unit III Generalists and Specialists Structure 3.1 Objectives 3.2 Introduction 3.3 Meaning of Generalists and Specialists 3.4 Relation between Generalists and Specialists

UNIT 9 GENERALISTS AND SPECIALISTS Structure Objectives Introduction Generalists-Meaning Role of Generalists Specialists-Meaning Role of Specialists Controversy between the Generalists and Specialists

W https://docshare.tips/ignou39s-public-administration-material-part-4-personnel-adminstration_574b ...

221/416 **SUBMITTED TEXT** 31 WORDS **90%** **MATCHING TEXT** 31 WORDS

According to L.D. White, "general administration is understood to mean those duties which are concerned with the formulation of policy; with the coordination and improvement of government machinery, and with

According to Leonard White “general administration is understood to mean those duties which are concerned with the formulation of policy; with the coordination and improvement of government machinery and with

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222/416 **SUBMITTED TEXT** 19 WORDS **92%** **MATCHING TEXT** 19 WORDS

rules for the regulation of recruitment, and the conditions of service of persons appointed to an All-India Service.

SA Hema Pandey llm 4th seme.docx (D141969426)

223/416 **SUBMITTED TEXT** 26 WORDS **60%** **MATCHING TEXT** 26 WORDS

a generalist administrator is concerned with all types of administrative processes performs the POSDCORB functions which are planning, organizing, staffing, directing, coordinating, reporting, and budgeting.	a generalist administrator is concerned with all kinds of administrative procedure indicated through the word POSDCORB i.e. planning, organizing, staffing, directing, coordinating, reporting, and budgeting

W http://niilmuniversity.in/coursepack/humanities/Principles_of_Personnel_Administration.pdf

224/416 **SUBMITTED TEXT** 13 WORDS **95%** **MATCHING TEXT** 13 WORDS

Specialists in government are those who are recruited to posts for which	Specialists in government, are so, those who are recruited to posts for which

W http://niilmuniversity.in/coursepack/humanities/Principles_of_Personnel_Administration.pdf

225/416 **SUBMITTED TEXT** 15 WORDS **100%** **MATCHING TEXT** 15 WORDS

In rendering advice to the political executives, policy-making and in implementation of policies the	in rendering advice to the political executives, policy making-and in implementation of policies. The

W https://docshare.tips/ignou39s-public-administration-material-part-4-personnel-adminstration_574b ...

226/416 **SUBMITTED TEXT** 24 WORDS **77%** **MATCHING TEXT** 24 WORDS

The controversy between these two groups of functionaries is however age-old and still one of the fiery fought out issues of Public Administration.	The controversy between these two groups of functionaries, both of whom are necessary in modem organisations, is however age old, and still one of the fiercely fought-out issues of Public Administration.

W https://docshare.tips/ignou39s-public-administration-material-part-4-personnel-adminstration_574b ...

227/416 **SUBMITTED TEXT** 22 WORDS **52%** **MATCHING TEXT** 22 WORDS

The heritage of the generalist being always at the top of administration can be traced back to the administrative philosophy of 19	The ancestry of the generalist dominating the administrative machinery at the top can be traced to the administrative philosophy of

W http://niilmuniversity.in/coursepack/humanities/Principles_of_Personnel_Administration.pdf

228/416 **SUBMITTED TEXT** 18 WORDS **88%** **MATCHING TEXT** 18 WORDS

this predominance of generalists in administration led to discontent which has gained momentum in recent years. In

this predominance of the generalists in administration led to discontent which has gained momentum in recezt years. In

W https://docshare.tips/ignou39s-public-administration-material-part-4-personnel-adminstration_574b ...

229/416 **SUBMITTED TEXT** 31 WORDS **90%** **MATCHING TEXT** 31 WORDS

future is going to be characterized by new developments in the fields of science and technology, social and behavioural sciences, decision-making, human relations in administration etc. Each of these areas

future is going to be characterised by new developments in the fields of science and technology, social and behavioural sciences, decision making, human relations in management etc. Each of these areas

W https://docshare.tips/ignou39s-public-administration-material-part-4-personnel-adminstration_574b ...

230/416 **SUBMITTED TEXT** 16 WORDS **90%** **MATCHING TEXT** 16 WORDS

arbiter in the form of a generalist administrator is required to articulate a rational, cost-effective,

arbiter in the form of a generalist administrator is needed to articulate a rational, cost- effective,

W http://niilmuniversity.in/coursepack/humanities/Principles_of_Personnel_Administration.pdf

231/416 **SUBMITTED TEXT** 22 WORDS **68%** **MATCHING TEXT** 22 WORDS

of Administrative Reforms Commission Specialists were rarely promoted to the positions of secretary in the central or state governments

of the Administrative Reforms Commission on Personnel Administration (April 1969), the specialists were rarely promoted to the posts of secretaries in the central or state governments.

W http://niilmuniversity.in/coursepack/humanities/Indian_Administration.pdf

232/416 **SUBMITTED TEXT** 14 WORDS **76%** **MATCHING TEXT** 14 WORDS

the District Collector who is the head of the district administration is a

SA MHYS-45 Indian Administrative System.docx (D151906351)

233/416 **SUBMITTED TEXT** 12 WORDS **87%** **MATCHING TEXT** 12 WORDS

the release of the Administrative Reforms Commission's report on Personnel Administration (	the recommendations of the Administrative Reforms Commission's Report on Personnel Administration,

W https://mis.alagappauniversity.ac.in/siteAdmin/dde-admin/uploads/2/PG_M.A._Personnel%20Management ...

234/416 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

including technical ones like agriculture, animal husbandry, sales tax, etc.	including technical ones like agriculture, animal husbandry, sales tax, etc.

W http://niilmuniversity.in/coursepack/humanities/Indian_Administration.pdf

235/416 **SUBMITTED TEXT** 16 WORDS **76%** **MATCHING TEXT** 16 WORDS

Railways, etc. at the federal level and agricultural, engineering, and other services at the state	Railways, etc. at the central and the agricultural, engineering and other services at the state

W http://niilmuniversity.in/coursepack/humanities/Indian_Administration.pdf

236/416 **SUBMITTED TEXT** 18 WORDS **62%** **MATCHING TEXT** 18 WORDS

New Delhi: Orient Longman. Misra, B. B. (1970). The Administrative History of India. London: Oxford University Press.	New Delhi. M s m , B.B. 1970. The Administrative History of India, Oxford University Press:

W https://docshare.tips/ignou39s-public-administration-material-part-4-personnel-adminstration_574b ...

237/416 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

White, L. D. (1926). Introduction to the study of public administration.

SA Prasoon_Public Administration MU_139.pdf (D57561254)

238/416 **SUBMITTED TEXT** 13 WORDS **87%** **MATCHING TEXT** 13 WORDS

the lives and property of the people by maintaining law and order.

SA CH._15._Bureaucracy_and_Politics_in_India.docx (D136736781)

239/416 **SUBMITTED TEXT** 15 WORDS **89%** **MATCHING TEXT** 15 WORDS

Indian bureaucracy has been the subject of adverse criticism by both Englishmen and Indians.

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

240/416 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

administration is the instrument at the hands of political executives,

administration is the instrument at the'hands of political executives

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241/416 **SUBMITTED TEXT** 26 WORDS **44%** **MATCHING TEXT** 26 WORDS

who are responsible for the governance of the democratic country. The personnel play the pivot role in this regard. The comprehensive objectives of public administration

who are responsible for the governance of the country in a democratic set up, the personnel constitute the pivot around which administration revolves. The broad goals of Public Administration,

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242/416 **SUBMITTED TEXT** 25 WORDS **86%** **MATCHING TEXT** 25 WORDS

Kumar, C. J. (2015). Civil Service Reforms in India: Policy and Perspectives. The International Journal of Political Science / Volume 1 Number 1 /

SA Pushpender Yadav and Sandip Tripathi.docx (D154785574)

243/416 **SUBMITTED TEXT** 19 WORDS **55%** **MATCHING TEXT** 19 WORDS

the personnel. Thus, the tone and quality of public administration mostly determined by the personnel working in public

the personnel in administration. The total tone and quality of Public Administration is in fact dependent upon the personnel working in public

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244/416 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

the task of recruitment and selection of personnel to civil

the task of recruitment and selection of personnel to civil

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Ouriginal by Turnitin

245/416	SUBMITTED TEXT	11 WORDS	100%	MATCHING TEXT	11 WORDS
the Department of Personnel which is the Central Personnel Agency (			the Department of Personnel which is the Central Personnel Agency.		

W https://docshare.tips/ignou39s-public-administration-material-part-4-personnel-adminstration_574b ...

246/416 **SUBMITTED TEXT** 376 WORDS **97%** **MATCHING TEXT** 376 WORDS

The role of the Department of Personnel & Training can be conceptually divided into two parts, In its large nodal role, it acts as the formulator of policy and the watch-dog of the Government ensuring that certain accepted standards and norms, as laid down by it, are followed by all Ministries/Departments, in the recruitment, regulation of service conditions, posting/transfers, deputation of personnel as well as other related issues. Towards this end, guidelines are issued by it for the benefit of all Ministries/Departments and it monitors the implementation of these guidelines. It also advises all organizations of the Central Government on issues of personnel Management. At a more immediate level, the Department has the 92 direct responsibility of being the cadre controlling authority for the IAS and the three Secretariat Services in the Central Secretariat. The Department also operates the Central Staffing Scheme under which suitable officers from All India Services and Group 'A' Central Services are selected and then placed in posts at the level of Deputy Secretary/Director and Joint Secretary, on the basis of tenure deputation. The Department also deal with cases of appointment to posts of Chairman, Managing Director, full-time functional Director/Member of the Board of Management of various Public Sector Undertakings/ Enterprises, Corporations, Banks and financial institutions. It also deals with the assignment of Indian experts to various developing countries. It is also responsible for formulation and coordination of training policies for the All India and Central Services and providing support for the capacity building of State Government officials. 1.3.2 Recruitment Agencies (UPSC, SPSC) The two organizations through which the Department ensures recruitment of personnel for the Government are the Union Public Service Commission (UPSC) and the Staff Selection Commission (SSC). The former is constituted under a provision of the Constitution and is responsible for conducting examinations for appointment to the higher civil services and civil posts under the Union Government; including recruitment to the All India Services. There is a mandatory provision for consulting the Commission on all matters relating to methods of recruitment, principles to be followed in making promotions and transfers from one service to another and on all disciplinary matters. The SSC is responsible for making recruitment to subordinate staff such as Assistants, Stenographers etc.

The role of the Department of Personnel & Training can be conceptually divided into two parts, In its large nodal role, it acts as the formulator of policy and the watch-dog of the Government ensuring that certain accepted standards and norms, as laid down by it, are followed by all Ministries/Departments, in the recruitment, regulation of service conditions, posting/transfers, deputation of personnel as well as other related issues. Towards this end, guidelines are issued by it for the benefit of all Ministries/Departments and it monitors the implementation of these guidelines. It also advises all organizations of the Central Government on issues of personnel Management. At a more immediate level, the Department has the direct responsibility of being the cadre controlling authority for the IAS and the three Secretariat Services in the Central Secretariat. The Department also operates the Central Staffing Scheme under which suitable officers from All India Services and Group 'A' Central Services are selected and then placed in posts at the level of Deputy Secretary/ Director and Joint Secretary, on the basis of tenure deputation. The Department also deal with cases of appointment to posts of Chairman, Managing Director, full-time functional Director/Member of the Board of Management of various Public Sector Undertakings/ Enterprises, Corporations, Banks and financial institutions. It also deals with the assignment of Indian experts to various developing countries. It is also responsible for formulation and coordination of training policies for the All India and Central Services and providing support for the capacity building of State Government officials Recruitment Agencies The two organizations through which the Department ensures recruitment of personnel for the Government are the Union Public Service Commission (UPSC) and the Staff Selection Commission (SSC). The former is constituted under a provision of the Constitution and is responsible for conducting examinations for appointment to the higher civil services and civil posts under the Union Government; including recruitment to the All India Services. There is a mandatory provision for consulting the Commission on all matters relating methods of and Development NOTES Self-Instructional 66 Material recruitment, principles to be followed in making promotions and transfers from one service to another and on all disciplinary matters. The SSC is responsible for making recruitment to subordinate staff such as Assistants, Stenographers etc.

W https://mis.alagappauniversity.ac.in/siteAdmin/dde-admin/uploads/2/PG_M.A._Personnel%20Management ...

247/416	SUBMITTED TEXT	13 WORDS	87%	MATCHING TEXT	13 WORDS

of the rank of the Secretary to the Government of India. The

of the rank of Joint Secretary to the Government of India. The

W https://mis.alagappauniversity.ac.in/siteAdmin/dde-admin/uploads/2/PG_M.A._Personnel%20Management ...

248/416	SUBMITTED TEXT	53 WORDS	96%	MATCHING TEXT	53 WORDS

Act 1919, which for the first time recognized the need for the establishment of a Public Service Commission in India. It was of the view that an expert body, free from political interference should be set up, entrusted with the task of recruitment of civil servants and regulation of their service matters.

Act, 1919, which for the first time recognized the need for the setting up of a Public Service Commission in India. It was of the view that an expert body, free from political interference should be set up, entrusted with the task of recruitment of civil servants and regulation of their service matters.

W http://niilmuniversity.in/coursepack/humanities/Principles_of_Personnel_Administration.pdf

249/416	SUBMITTED TEXT	26 WORDS	75%	MATCHING TEXT	26 WORDS

the Lee Commission again recommended that the Statutory Public Service Commission contemplated by the Government of India Act 1919, should be set up without delay

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250/416 **SUBMITTED TEXT** 232 WORDS **93%** **MATCHING TEXT** 232 WORDS

The first Round Table Conference held in London in 1930, the British Government in its Constitutional proposals of 1933 and the Joint Committee on Indian Constitution Reforms (1933-34) emphasised the establishment of Public Service Commission in provinces in addition to the Federal Public Service Commission. These suggestions found a concrete shape in the Government of India Act 1935 which envisaged a Public Service Commission for the Federation and a Provincial Public Service Commission for each province or group of provinces. They were entrusted with the functions of conducting examinations for appointment to the public services and the government was under the obligation to consult the commission on major matters concerning their conditions of service. With effect from 1stApril, 1937, the then Public Service Commission at the Centre became the Federal Public Service 94 Commission (FPSC). With the promulgation of the Constitution of India on January 26, 1950, the Federal Public Service Commission came to be known as Union Public Service Commission (UPSC). The objectives of the UPSC, in broad terms are to: • Conduct written examination and interview for the purpose of appointment to a specified group of civil services and posts of the Government of India. • Advise the Government in matters of framing rules in regard to methods of recruitment, principles of promotion, disciplinary aspects, certain conditions of services such as disability pension etc. 1.5

the first Round Table Conference held in London in 1930, the British Government in its Constitutional proposals of 1933 and the Joint Committee on Indian Constitutional Reforms (1933-34) emphasized the establishment of Public Service Commission in provinces in addition to the Federal Public Service Commission. These suggestions found a concrete shape in the Government of India Act 1935 which envisaged a Public Service Commission for the Federation and a Provincial Public Service Commission for each province or group of provinces. They were entrusted with the functions of conducting examinations for appointment to the public services and the government was under an obligation to consult the commission on major matters concerning their circumstances of service. With effect from 1st April, 1937, the then Public Service Commission at the Centre became the Federal Public Service Commission (FPSC).With the promulgation of the Constitution of India on January 26, 1950, the Federal Public Service Commission came to be recognized as the Union Public Service Commission (UPSC). The objectives of the UPSC, in broad conditions are: To conduct written examination and interview for the purpose of appointment to a specified group of civil services and posts of the Government of India To advise the Government in matters of framing rules in regard to methods of recruitment, principles of promotion, disciplinary characteristics, sure circumstances of services such as disability pension etc.

W http://niilmuniversity.in/coursepack/humanities/Principles_of_Personnel_Administration.pdf

251/416 **SUBMITTED TEXT** 160 WORDS **100%** **MATCHING TEXT** 160 WORDS

Recruitment rules In accordance with the provisions contained in Article 320 of the Constitution read with the provisions of Union Public Service Commission (Exemption from Consultation) Regulations 1958, Recruitment Rules of all Group 'A' and Group 'B" posts in various Ministries/Departments of Government of India are required to be framed in Consultation with the Commission. Consultation with the Commission is also necessary for framing/amending Recruitment Rules for certain categories of posts under the Employees State Insurance Corporation, The Delhi Municipal Corporation, The New Delhi Municipal Council, Employees Provident Fund Organisation etc. under the relevant Acts made by Parliament in pursuance of the provisions of Article 321. All proposals for framing/amending Recruitment Rules are examined keeping in view the cadre structure of the organisation and the circulars issued by the Govt. from time to time. After approval, the Commissions' advice in the matter is communicated to the Ministry/Department concerned. More than 14000 Recruitment Rules have been framed/amended so far. 1.6

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W https://www.upsc.gov.in/recruitment-1

252/416 **SUBMITTED TEXT** 116 WORDS **89%** **MATCHING TEXT** 116 WORDS

there shall be a Public Service Commission for the Union and a Public Service Commission for each State. The Parliament may by law provide for the appointment of Joint Public Service Commission if two or more states agree that there be one Public Service Commission for that group of States, and if a resolution to that effect is passed by the House or where there are two Houses, by each House of the Legislature of each of those States. The Union Public Service Commission, if requested to do so by the Governor of a State, may with the approval of the President, agree to serve all or any of the needs of the State. 1.6.1

there shall be a Public Service Commission for the Union and a Public Service Commission for each State; Parliament may through law for the appointment of Joint Public Service Commission if two or more states agree that there be one Public Service Commission for that group of States, and if a resolution to that effect is passed through the House or where there are two Houses, through each House of the Legislature of each of those States. The Union Public Service Commission, if requested to do so through the Governor of a State, may with the approval of the Presidents, agree to serve all or any of the needs of the State.

W http://niilmuniversity.in/coursepack/humanities/Principles_of_Personnel_Administration.pdf

253/416 **SUBMITTED TEXT** 28 WORDS **75%** **MATCHING TEXT** 28 WORDS

service. It was not until 1926 that the Public Service Commission was set up for the first time consisting of four members in addition to the Chairman.

SA Hema Pandey llm 4th seme.docx (D141969426)

254/416 **SUBMITTED TEXT** 20 WORDS **88%** **MATCHING TEXT** 20 WORDS

holds office for a tenure of six years until he attains the age of 65 years, whichever is earlier

SA MHYS-45 Indian Administrative System.docx (D151906351)

255/416 **SUBMITTED TEXT** 20 WORDS **52%** **MATCHING TEXT** 20 WORDS

The President of India also appoints other members of the commission. But half of the members of the commission

SA CH._15._Bureaucracy_and_Politics_in_India.docx (D136736781)

256/416 **SUBMITTED TEXT** 23 WORDS **54%** **MATCHING TEXT** 23 WORDS

engaged in paid employment other than his office. 3. If the President feels that the member is unfit to continue his office

SA CH._15._Bureaucracy_and_Politics_in_India.docx (D136736781)

257/416 **SUBMITTED TEXT** 18 WORDS **97%** **MATCHING TEXT** 18 WORDS

members The Chairman and other members of the SPSC are appointed by the Governor of the State.

SA CH._15._Bureaucracy_and_Politics_in_India.docx (D136736781)

258/416 **SUBMITTED TEXT** 141 WORDS **92%** **MATCHING TEXT** 141 WORDS

The functions of the Public Service Commission are as follows • It shall be the duty of the Union and State Public Service Commissions to conduct examinations for appointments to the services of the Union and the State" respectively. • It shall also be the duty of the Union Public Service Commissions, if requested by any two or more States to assist those States in framing and operating schemes of recruitment for any services for which candidates possessing special qualifications are required. • It shall be the duty of the Union Public Service Commission or the State Public Service Commission, as the case may be, to advise on the following matters (on which a Public Service Commission shall have to be consulted) namely on: a) All matters relating to methods of recruitment to civil services and

the functions of the Public Service Commission are as foll~It shall be the duty of the Union and State Public Service Commissions to conduct examination for appointments to the services of the Union and the services of the respectively. It shall also be the duty of the Union Public Service Commissions, if requested by any two more States to assist those States in framing and operating schemes of recruitment for any services for which candidates possessing special qualifications are required. It shall be the duty the Union Public Service Commission or the State Public , Service commission, as the case may be, to advise on the following matters (on which a Public Service Commission shall have to be consulted),---namely, Pmmaael a) all matters relating to methods of recniitment to civil services and

W https://docshare.tips/ignou39s-public-administration-material-part-4-personnel-adminstration_574b ...

259/416 **SUBMITTED TEXT** 37 WORDS **98%** **MATCHING TEXT** 37 WORDS

posts; b) The principles to be followed in making appointments to civil services and posts and in making promotions and transfers from one service to another and on the suitability of candidates for such appointments,

posts; b) on the principles to be followed in making appointment to civil services and posts and in making promotions and transfers from one service to another and the suitability of candidates for such appointments,

W https://docshare.tips/ignou39s-public-administration-material-part-4-personnel-adminstration_574b ...

260/416 **SUBMITTED TEXT** 106 WORDS **95%** **MATCHING TEXT** 106 WORDS

transfers; c) All disciplinary matters affecting a person serving under the Government of India or the Government of a State in a civil capacity, including memorials or petitions relating to such matters; d) Any claim by or in respect of a person who is serving or has served under the Government of India or the Government of a State, in a civil capacity, that any costs incurred by him in defending legal proceedings instituted against rum in respect of acts done or purporting to be done in the execution of his duty should be paid out of the Consolidated Fund of the State.

transfers; c) all disciplinary matters affecting a person serving under the Government of India or the Government of a State in c i d capacity, including memorials or petitions relating to such matters; d) on any claim by or in respect of a person who is serving or has served under the Government of India or the Government of a State, in a civil capacity, that any costs incurred by him in defending legal proceedings instituted against him in respect of acts done or purporting to be done in the execution of his duty should be paid out of the Consolidated Fund of the State;

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261/416 **SUBMITTED TEXT** 59 WORDS **84%** **MATCHING TEXT** 59 WORDS

the Chairman and other members of the State Public Service Commission A member of the SPSC shall hold office for a term of six years or till the age of 62 years, whichever is earlier Any person who has once held the office as a member of a Public Service Commission is ineligible for reappointment to that office.

SA CH._15._Bureaucracy_and_Politics_in_India.docx (D136736781)

262/416 **SUBMITTED TEXT** 47 WORDS **95%** **MATCHING TEXT** 47 WORDS

A Public Service Commission shall also advice on any other matter which the President, or the case may be, the Governor of the State, may refer to them. It has further been provided that the President, in respect of the All-India services and also in respect

A Public Service Commission shall also on any other matter which the President, or as the case may be, the Governor of the State, may refer to them. It has further been provided that the President, in respect of the all-India services and also in respect

W http://niilmuniversity.in/coursepack/humanities/Principles_of_Personnel_Administration.pdf

263/416 **SUBMITTED TEXT** 26 WORDS **100%** **MATCHING TEXT** 26 WORDS

other services and posts in connection with the affairs of the Union (and the Governor in respect to other services and posts in connection with

other services and posts in connection with the affairs of the Union (and the Governor in respect to other services and posts in connection with

W http://niilmuniversity.in/coursepack/humanities/Principles_of_Personnel_Administration.pdf

264/416 **SUBMITTED TEXT** 38 WORDS **98%** **MATCHING TEXT** 38 WORDS

necessary) a Public Service Commission to be consulted. It is pertinent to note that a Public Service Commission need not be consulted in respect of appointment or posts in the services in favour of any

necessary for a Public Service Commission to be consulted. It is pertinent to note that a Public Service Commission need not be consulted in respect of appointment or posts in the services in favour of any

W https://docshare.tips/ignou39s-public-administration-material-part-4-personnel-adminstration_574b ...

265/416 **SUBMITTED TEXT** 144 WORDS **88%** **MATCHING TEXT** 144 WORDS

backward class or the manner in which claims of the members of the scheduled castes or tribes will be taken into consideration for appointment under Union or a State (in terms of Art. 335). Through an Act of the Parliament (or Legislature of a State), additional functions may also be extended to a Public Service Commission. The Public Service Commissions are required to present annually to the President (or Governor as the case may be), a report as to the work done by the Commission and such a 97 report shall be caused to be laid before each House of Parliament (or the Legislature of the State), together with a memorandum explaining the cases of non-acceptance by the Government of the advice of the Commission and the reasons thereof. 1.6.4 Independence of UPSC The members of the Union Public Service Commission

backward class citizens or the manner in which claims of the members of the scheduled castes or tribes will be taken into consideration for appointment under Union or a State (in terms of Art. 335). Through an Act of the Parliament (or Legislature of a State), additional functions may a s be extended to a Public Service Commission. lo The Public Service Commissions will be required to present annually to the President (or Governor as the case may be) a report as to the work done by the Commission and such a report shall be caused to be laid before each House of Parliament (or the Legislature of the State), together with a memorandum explaining the cases of non-acceptance by the Government of the advice of the commission and the reasons therefor. 10.9 ADVISORY ROLE OF THE PUBLIC SERVICE COMMISSION

W https://docshare.tips/ignou39s-public-administration-material-part-4-personnel-adminstration_574b ...

266/416 **SUBMITTED TEXT** 13 WORDS **95%** **MATCHING TEXT** 13 WORDS

of the Union Public Service Commission or State Public Service Commission. 1.7

of the Union Public Service Commission or the State Public Service commission,

W http://niilmuniversity.in/coursepack/humanities/Principles_of_Personnel_Administration.pdf

267/416 **SUBMITTED TEXT** 76 WORDS **100%** **MATCHING TEXT** 76 WORDS

the Commission have a duty, under Article 323 of the Constitution to present annually to the President a Report as to the work done by the Commission and on receipt of such report, the president shall cause a copy there of together with the Memorandum explaining, as respect the cases, if any, where the advice of the Commission was not accepted, the reasons for such non-acceptance to be laid before each House of the Parliament.

The Commission have a duty, under Article 323 of the Constitution to present annually to the President a Report as to the work done by the Commission and on receipt of such report, the president shall cause a copy there of together with the Memorandum explaining, as respect the cases, if any, where the advice of the Commission was not accepted, the reasons for such non-acceptance to be laid before each House of the Parliament. •

W https://www.upsc.gov.in/recruitment-1

268/416 **SUBMITTED TEXT** 16 WORDS **70%** **MATCHING TEXT** 16 WORDS

The salaries and allowances of the members are charged on the consolidated fund of India.

SA MHYS-45 Indian Administrative System.docx (D151906351)

269/416 **SUBMITTED TEXT** 18 WORDS **63%** **MATCHING TEXT** 18 WORDS

The All-India Services as provided in the Constitution are the Indian Administrative Service and Indian Police Service,

the All India Services Act in 1951, under Article 312 of the constitution. Apart from the Indian Administrative Service and the Indian Police Service,

W https://mis.alagappauniversity.ac.in/siteAdmin/dde-admin/uploads/2/PG_M.A._Personnel%20Management ...

270/416 **SUBMITTED TEXT** 14 WORDS **87%** **MATCHING TEXT** 14 WORDS

All – India Services are common to the Union and the States and

All India Services common to the Union and the States and

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271/416 **SUBMITTED TEXT** 20 WORDS **52%** **MATCHING TEXT** 20 WORDS

Public administration: The Changing. Perspectives, IIPA, New Delhi. S.R. Maheshwari (1989), Indian Administration (4th Edition), Orient Longman,New Delhi

SA Administrative Reforms in India - 1-34p (1).doc (D37899736)

272/416 **SUBMITTED TEXT** 61 WORDS **97%** **MATCHING TEXT** 61 WORDS

It is recognized that in every country there are certain posts in its administrative set-up which might be called strategic from the point of view of maintaining the standard of administration. There can be no doubt that the standard of administration depends upon the calibre of the civil servants who are appointed to these strategic posts. The Constitution provides that

It is recognized that in every country there are certain posts in its administrative set-up, which might be called strategic from the point of view of maintaining the standard of administration—there can be no doubt that the standard of administration depends upon the calibre of the Civil Servants, who are appointed to these posts—The Constitution provides that

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273/416 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

of officers who are in the exclusive employ of neither

SA sharnappa.Palekar.Political Sciene.2016.doc (D18302150)

274/416 **SUBMITTED TEXT** 20 WORDS **91%** **MATCHING TEXT** 20 WORDS

scale of pay and members of which alone could be appointed to these strategic posts throughout the Union."
1.3

SA Prasoon_Public Administration MU_139.pdf (D57561254)

275/416 **SUBMITTED TEXT** 17 WORDS **90%** **MATCHING TEXT** 17 WORDS

Report on Indian and State Administrative Services and Problems of District Administration by V.T. Krishnamachari, 1962;

SA Administrative Reforms in India - 1-34p (1).doc (D37899736)

276/416 **SUBMITTED TEXT** 21 WORDS **100%** **MATCHING TEXT** 21 WORDS

ARC's Report on Personnel Administration,1969; Report of the Committee on Recruitment Policy and Selection Methods, 1976 – 101

SA dissertation by Anand kumar to alok sir.docx (D138857810)

277/416 **SUBMITTED TEXT** 14 WORDS **100%** **MATCHING TEXT** 14 WORDS

the Committee to Review the Scheme of the Civil Services Examination, 1989 –

SA sharnappa.Palekar.Political Sciene.2016.doc (D18302150)

278/416 **SUBMITTED TEXT** 27 WORDS **70%** **MATCHING TEXT** 27 WORDS

Satish Chandra Committee Report; Report of the Civil Services Examination Review Committee, 2001, also known as Professor Yoginder K. Alagh Committee Report; Report of the Committee

SA dissertation by Anand kumar to alok sir.docx (D138857810)

279/416	SUBMITTED TEXT	16 WORDS	83%	MATCHING TEXT	16 WORDS

and other non-technical Class I services should be made only through one competitive examination. It

and other non technical Class I Services, recruitment should be made only through a single competitive examination, it

W http://niilmuniversity.in/coursepack/humanities/Principles_of_Personnel_Administration.pdf

280/416	SUBMITTED TEXT	19 WORDS	83%	MATCHING TEXT	19 WORDS

Report on Indian and State Administrative Services and Problems of District Administration by V.T. Krishnamachari, 1962) assessed the

SA Administrative Reforms in India - 1-34p (1).doc (D37899736)

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281/416 **SUBMITTED TEXT** 368 WORDS **96%** **MATCHING TEXT** 368 WORDS

Article 320 of the Constitution of India, the Commission are, inter-alia, required to be consulted on all matters relating to recruitment to civil services and posts. Recruitment is made by one of the following three methods: 1. Direct Recruitment; 2. Promotion; and 3. Transfer Direct Recruitment is conducted broadly under the following two methods: a) Recruitment by competitive examination. b) Recruitment by selection through interview. Recruitment by Competitive Examination -Under the Constitution one of the functions of the Commission is to conduct examinations for appointment to Civil Services/Posts of the Union. In addition, competitive examinations are also held by the Commission under arrangements with the Ministry of Defence for entry to certain Defence Services, through the National Defence Academy, Indian Military Academy, Naval Academy, Air Force Academy and the Officers Training Academy. The Commission usually conducts over a dozen examinations every year on an all India basis. These include Examinations for recruitment to services/posts in various fields, such as Civil Services, Engineering, Medical and Forest Service, etc. 103 For an overview of examinations regularly held by the Commission. See "Overview of Examination" under this Chapter. At present the Union Public Service Commission conduct their examinations at numerous venues spread over 42 regular centers throughout the country. Recruitment by Selection is made by the following methods: 1. By Interview Only - Where the number of applicants is very large, it is not practicable to call for Interview all the applicants who fulfill the minimum eligibility conditions prescribed. The Commission, therefore, shortlist the candidates to be called for the interview on the basis of certain pre-determined criteria related to the job. A large number of recruitment cases is handled by the Commission by the method (1) above. 2. By Recruitment Test Followed By Interview -In this category, there are two types of procedure followed: a) An objective-type written and/or practical test to test the skill of the candidates followed by Interview, the final selection being decided by Interview, aided by the performance of the candidates in the written test and/or practical test. b) An objective-type written and/or practical test to screen candidates to be called for interview, the final selection being decided by Interview only. 11.1.1 1.5

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W https://www.upsc.gov.in/recruitment-1

282/416 **SUBMITTED TEXT** 440 WORDS **100%** **MATCHING TEXT** 440 WORDS

All India Services The All India Services Act, 1951 and Rules and Regulations framed thereunder regulate the recruitment and conditions of service in respect of the All India Services viz. Indian Administrative Service, Indian Police Service and Indian Forest Service. As far as direct recruitment to the Indian Administrative Service and Indian Police Service Examination are concerned, it is done through the Civil Services Examination and for the Indian Forest Service through the Indian Forest Service Examination held by the Commission. The relevant Rules and Regulations provide that 33% of the vacancies in the IAS/IPS/IFS should be filled by promotion from amongst the officers of the State Service in consultation with the Commission. The Selection Committee presided over by Chairman/Member of the Commission consists of senior Government representatives of the Central Government and the State. 104 11.1.1 1.6 Mechanisation - Project SAMPERA The Commission have recently undertaken a project called "SAMPERA" (Screening and Mechanised Processing of Examination and Recruitment Applications). A simplified single sheet common application form for all the examinations has been devised which will be scanned by using OMR/ICR technology. The implementation of this project will mainly help in high speed scanning of data from forms eliminating manual entry. Other benefits will be accurate and faster generation of Admit Cards, Attendance lists with photo replica and signature facsimile of each candidate, and Error-free list of doubtful cases. The main aim of this project is to cope with the increasing volume of applications through innovations and mechanised handling so as to reduce the processing time and send communications faster to minimised errors. The cases of impersonation/malpractices will also be eliminated and wasteful expenditure will be reduced. 11.1.1 1.7 Recruitment Rules In accordance with the provisions contained in Article 320 of the Constitution read with the provisions of Union Public Service Commission (Exemption from Consultation) Regulations 1958, Recruitment Rules of all Group 'A' and Group 'B" posts in various Ministries/Departments of Government of India are required to be framed in Consultation with the Commission. Consultation with the Commission is also necessary for framing/amending Recruitment Rules for certain categories of posts under the Employees State Insurance Corporation, The Delhi Municipal Corporation, The New Delhi Municipal Council, Employees Provident Fund Organisation etc. under the relevant Acts made by Parliament in pursuance of the provisions of Article 321. All proposals for framing/amending Recruitment Rules

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are examined keeping in view the cadre structure of the organisation and the circulars issued by the Govt. from time to time. After approval, the Commissions' advice in the matter is communicated to the Ministry/Department concerned. More than 14000 Recruitment Rules have been framed/amended so far.	are examined keeping in view the cadre structure of the organisation and the circulars issued by the Govt. from time to time. After approval, the Commissions' advice in the matter is communicated to the Ministry/Department concerned. More than 14000 Recruitment Rules have been framed/amended so far.

W https://www.upsc.gov.in/recruitment-1

283/416 **SUBMITTED TEXT** 44 WORDS **70%** **MATCHING TEXT** 44 WORDS

Kothari Committee Report on Recruitment Policy and Selection Methods, 1976, inter-alia recommended a drastic change in the system of examination. They recommended a two-stage examination process – a preliminary examination followed by a main examination. This Committee also proposed changes in the training

SA Prasoon_Public Administration MU_139.pdf (D57561254)

284/416 **SUBMITTED TEXT** 13 WORDS **95%** **MATCHING TEXT** 13 WORDS

The recruitment to All India Services and Central Services Group A &

SA MHYS-45 Indian Administrative System.docx (D151906351)

285/416 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

the system of recruitment to all India services and central	the system of recruitment to All India Services and Central

W http://niilmuniversity.in/coursepack/humanities/Indian_Administration.pdf

286/416 **SUBMITTED TEXT** 19 WORDS **88%** **MATCHING TEXT** 19 WORDS

the Union Public Service Commission on the basis of the annual Civil Services Examination, a competitive civil service

SA Service Law project 16A047.docx (D72573240)

287/416 **SUBMITTED TEXT** 40 WORDS **95%** **MATCHING TEXT** 40 WORDS

The interview is intended to judge the mental calibre of a 107 candidate. In broad terms this is really an assessment of not only his intellectual qualities but also social traits and his interest in current affairs

The test is intended to judge the mental calibre of a candidate. In broad terms this is really an assessment of not only his intellectual qualities but also social traits and his interest in current affairs.

W https://mis.alagappauniversity.ac.in/siteAdmin/dde-admin/uploads/2/PG_M.A._Personnel%20Management ...

288/416 **SUBMITTED TEXT** 13 WORDS **95%** **MATCHING TEXT** 13 WORDS

a candidate must have attained the age of 21 years and not

SA RamaRao Bonagani.docx (D131384210)

289/416 **SUBMITTED TEXT** 95 WORDS **100%** **MATCHING TEXT** 95 WORDS

The Government of India's All-India Services are a part of the Civil Services, which make up the country's permanent bureaucracy. The All India Services, which include the IAS (Indian Administrative Service), IPS (Indian Police Service), and IFoS (Indian Forest Service), are often regarded as the backbone of the Indian administrative establishment. As the name implies, all-India level services are provided at the national level, with personnel appointed by the central government after passing the UPSC examination. However, distinct state level cadres can apportion their jobs at both the central and state government levels. 1.10

SA Hema Pandey llm 4th seme.docx (D141969426)

290/416 **SUBMITTED TEXT** 20 WORDS **52%** **MATCHING TEXT** 20 WORDS

Public administration: The Changing. Perspectives, IIPA, New Delhi. S.R. Maheshwari (1989), Indian Administration (4th Edition), Orient Longman,New Delhi

SA Administrative Reforms in India - 1-34p (1).doc (D37899736)

291/416 **SUBMITTED TEXT** 24 WORDS **84%** **MATCHING TEXT** 24 WORDS

assumes that enhancing the capability and capacity of the administrators is a requisite, if not a prerequisite, of any worthwhile attempt at modernization.

SA MHYS-45 INDIAN ADMINISTRATIVE SYSTEM.docx (D161284834)

292/416 **SUBMITTED TEXT** 19 WORDS **83%** **MATCHING TEXT** 19 WORDS

two all India Services - The Indian Administrative Service and the Indian Police Service. 1.42 1.3 Training in

SA Administrative Reforms in India - 1-34p (1).doc (D37899736)

293/416 **SUBMITTED TEXT** 18 WORDS **96%** **MATCHING TEXT** 18 WORDS

several committees on police reforms have recommended major reforms in the police system with systematic accountability. 1.10

Several committees on police reforms have recommended major reforms in the police system coupled with systematic accountability.

W http://niilmuniversity.in/coursepack/humanities/Indian_Administration.pdf

294/416 **SUBMITTED TEXT** 25 WORDS **92%** **MATCHING TEXT** 25 WORDS

For this purpose , a Civil Service Commission was set up in 1854 in London and competitive examinations were started in 1855. Hence, the

SA RamaRao Bonagani.docx (D131384210)

295/416 **SUBMITTED TEXT** 143 WORDS **92%** **MATCHING TEXT** 143 WORDS

Administrative Service and Indian Police Service are of the All India Services with the Indian Forest Service. 123 Candidates who are selected as IAS Officers are trained to manage Government affairs. Every civil servant is allotted to a particular office with policy framing and implementing as the major responsibility in that particular area. The policy issues are framed, modified, and interpreted in this post under the direct supervision of the Administrative Office with the consent of the Minister. On the advice of the officer, the implementation of the policies is also done. The policy-making matters of the government mechanism depend on the civil servant rank. The process of implementation includes supervision as well as visiting/touring. The allotment of huge funds to and by the field officers mandates supervision and the concerned officials are answerable to queries made in the Parliament.

SA Hema Pandey llm 4th seme.docx (D141969426)

296/416 **SUBMITTED TEXT** 193 WORDS **95%** **MATCHING TEXT** 193 WORDS

The Indian Police Service (IPS) being one of the All India Services is accountable for public safety, internal security, and law and order. After independence (1948), the Imperial Police (IP) was replaced by the Indian Police Service. The Indian Police Service in itself is not a law enforcement agency but it is the body to which all the senior police officers belong to irrespective for whichever agency they work. An IPS officer faces several life-threatening and is imperilled to harsh conditions. The Director-General of Police of the Indian Police Service is entrusted with the overall law and order of the entire State, while the Superintendent of Police for the entire District and the Deputy Commissioner or the Commissioner of Police for Metropolitan Cities or the entire city respectively. An IPS officer as the Commissioner of Police enjoys magisterial powers. The Indian Police Service (IPS) though not equal to the Indian Administrative Service (IAS) is the only service in the country that comes close to the IAS considering the Power, Authority, and Speed in promotion whether at the State or in the Government of India. 1.3 Promotions for Indian Administrative Service (IAS) The

SA Hema Pandey llm 4th seme.docx (D141969426)

297/416 **SUBMITTED TEXT** 15 WORDS **100%** **MATCHING TEXT** 15 WORDS

Below given are the ranks that an IAS officer will hold during his tenure.

SA Hema Pandey llm 4th seme.docx (D141969426)

298/416 **SUBMITTED TEXT** 194 WORDS **100%** **MATCHING TEXT** 194 WORDS

Until recently, a typical file in a department would move from the undersecretary to the deputy secretary or the director. Here, it should be pointed out that functionally, there was no difference between a deputy secretary and a director. After a certain number of years, the deputy secretary was promoted 'in situ' as the director. Under the new dispensation, the distinction between the undersecretary and deputy secretary has also been removed. Thus, even though the undersecretary will be promoted to a deputy secretary and then to a director, the function will remain the same and the frills and pay scales will improve at each level. The technical name given for such in situ promotions is 'Non-Functional scale'. In the case of the Indian Administrative Service (IAS), an officer reaches the director's position in the usual course — in the 12th year of service. In terms of their pay scale, they move from the Junior Administrative Grade to the Selection Grade, and this changes their entitlements with regard to housing and travel perquisites – directors are entitled to travel Executive class /AC I in trains and the daily allowance on tour is higher. 5-8

Until recently, a typical file in a department would move from the undersecretary to the deputy secretary or the director. Here, it should be pointed out that functionally, there was no difference between a deputy secretary and a director. After a certain number of years, the deputy secretary was promoted 'in situ' as the director. Under the new dispensation, the distinction between the undersecretary and deputy secretary has also been removed. Thus, even though the undersecretary will be promoted to a deputy secretary and then to a director, the function will remain the same and the frills and pay scales will improve at each level. The technical name given for such in situ promotions is 'Non-Functional scale'. In the case of the Indian Administrative Service (IAS), an officer reaches the director's position in the usual course — in the 12th year of service. In terms of their pay scale, they move from the Junior Administrative Grade to the Selection Grade, and this changes their entitlements with regard to housing and travel perquisites – directors are entitled to travel Executive class /AC I in trains and the daily allowance on tour is higher.

W https://theprint.in/opinion/modi-govt-takes-ias-promotions-to-next-level-additional-joint-secreta ...

299/416	SUBMITTED TEXT	213 WORDS	100%	MATCHING TEXT	213 WORDS

A batch usually gets empanelled as a Joint Secretary (JS) in the 16th year. Officers move into what is called the 'Super Time' scale. Here, they are entitled to business class for both domestic and international travel. State governments usually follow the Government of India norms with regard to travel entitlements, though, technically, the state governments can issue their own orders with regard to these perquisites. Typically, a JS has a tenure of five years, and they constitute the 'cutting edge' of the government. Although in smaller departments, files moved straight from the JS to the Secretary, in large departments like education, health, agriculture, commerce, and finance, the JS would normally submit the files to the Additional Secretary (AS). For decision levels in which the JS was the final authority, an endorsement at the level of AS was the norm, but in most cases, the file would go up to the Secretary. As per the revised norms, on completion of three decades of service, a JS will be designated as an AS in situ, provided, of course, they are empanelled as AS or AS equivalent. However, both the JS and the AS will submit the files directly to the Secretary, and so, the Additional Secretary is now akin to a non- functional scale!

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W https://theprint.in/opinion/modi-govt-takes-ias-promotions-to-next-level-additional-joint-secreta ...

300/416 SUBMITTED TEXT	190 WORDS	100% MATCHING TEXT	190 WORDS

One may well ask, what then are the charms of being an AS? Well, the AS is the first to get invited to the Rashtrapati Bhawan for the 'at home' on Independence Day and Republic Day. They also get to witness the Independence Day parade from the ramparts of the Red Fort. To the outsider, the nuances of these fine distinctions may appear frivolous, but these do make a lot of difference to the officers (and their spouses!). The tenure of the AS is not very long, and the current government is trying to empanel officers to the rank of Secretary soon thereafter to ensure that they get a longer tenure in that position. This is also necessitated by the fact that after 1995, the average entry-level age increased from 25 to 28 years. Finally, when an officer becomes a Secretary to the Union government, they move to the apex scale in terms of pay and receive the status and treatment of a 'state guest' on an official visit to a state government, with all the attendant protocols besides an entitlement to use the reserved lounge at the airport.

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W https://theprint.in/opinion/modi-govt-takes-ias-promotions-to-next-level-additional-joint-secreta ...

301/416 **SUBMITTED TEXT** 208 WORDS **100%** **MATCHING TEXT** 208 WORDS

The moot question for consideration is: Does the reduction of two layers of decision-making in the government make a difference? It certainly does, for under the revised norms, each of the three levels will have a specific mandate. In the first instance, the undersecretary or deputy secretary or director will initiate the note with basic information about the scheme/programme/issue in question. It will list the budgetary provisions, past 129 precedents, references to related decisions as well as parliamentary assurances, if any, on the subject and recommend a course of action. At the level of the JS and AS inputs from other divisions within the ministry, autonomous bodies, SPVs (Special Purpose Vehicles), PSUs (Public Sector Undertakings) and/or industry chambers will be factored. In case the issue concerns more than one state, inputs from the state government are also taken on board. The file will now be put up to the Secretary who will take a 360-degree view and also look at the implications for the related ministries. Thus, any view on the procurement of cereal by the Food Corporation of India (FCI) or pulses by NAFED (National Agricultural Cooperative Marketing Federation of India) would certainly involve the ministries of agriculture, food, consumer affairs, and commerce. 1.7

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W https://theprint.in/opinion/modi-govt-takes-ias-promotions-to-next-level-additional-joint-secreta ...

302/416 **SUBMITTED TEXT** 18 WORDS **100%** **MATCHING TEXT** 18 WORDS

The ranks are given to the civil servant based on their seniority in the civil services. 1.6

SA Hema Pandey llm 4th seme.docx (D141969426)

303/416 **SUBMITTED TEXT** 147 WORDS **100%** **MATCHING TEXT** 147 WORDS

While this is a positive step in reducing hierarchy and making the government more functional, there is a new irritant called 'equivalent', which has been institutionalised over the last few years. At the level of AS and Secretaries, an officer is now being empanelled as AS or AS equivalent, or Secretary and Secretary equivalent. More often than not, after a gap of six months to a year, those in the equivalent category are upgraded to the full status of AS or Secretary. A Secretary equivalent is not supposed to become the Secretary in charge, but in terms of 'frills', they are equal to the Secretary and get to be a state guest on their travel. However, there are multiple instances when officers who have been empanelled as Secretary-equivalents have been made Secretaries and those who are empanelled as Secretaries given positions that are 'Secretary equivalent'. 1.10

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W https://theprint.in/opinion/modi-govt-takes-ias-promotions-to-next-level-additional-joint-secreta ...

304/416 **SUBMITTED TEXT** 2 WORDS **100%** **MATCHING TEXT** 2 WORDS

opinion/modi-govt-takes-ias-promotions-to-next-level-additional-joint-secretary- now-come-closer/1063990/

Opinion Modi govt takes IAS promotions to next level— Additional, Joint Secretary now come closer

W https://theprint.in/opinion/modi-govt-takes-ias-promotions-to-next-level-additional-joint-secreta ...

305/416 **SUBMITTED TEXT** 26 WORDS **92%** **MATCHING TEXT** 26 WORDS

Surinder Nath Committee constituted to review the system of Performance Appraisal, Promotion, Empanelment and Placement for the All India Services and other Group 'A' Services

Surinder Nath Committee. (2003). Report of the Constituted to Review the System of Performance Appraisal, Promotion, Empanelment and Placement for the All India Services and other Group "A" Services (

W https://cprindia.org/wp-content/uploads/2022/03/Performance-Management_5-March-22.pdf

306/416 **SUBMITTED TEXT** 22 WORDS **100%** **MATCHING TEXT** 22 WORDS

The Performance Appraisal Report is an important document. It provides the basic and vital inputs for further development of an officer.

The Performance Appraisal Report is an important document. It provides the basic and vital inputs for further development of an officer.

W https://dopt.gov.in/sites/default/files/IAS%2528PAR%2529_Rules.pdf

307/416 **SUBMITTED TEXT** 210 WORDS **94%** **MATCHING TEXT** 210 WORDS

One-time annual reviews, single-source feedback, appraisals conducted purely for evaluative purposes, and simple quantitative metrics are inadequate for employee growth. The transition towards a more holistic, developmental appraisal process is identified as a shift from 'annual confidential report' to 'performance appraisal' which underpins the reforms in the Indian higher Civil Services. For the Civil Services, this change is most obvious in two specific reform ideas. The first is the shift from the Annual Confidential Report (ACR) to the Annual Performance Appraisal Report (APAR) system in 2007. The aim of this transition was to solve two problems: to improve the quality of appraisals so they aid in employee development, and to bring in more transparency in the appraisal process. Specific changes such as new rating scales, domain assignment and target setting were recommended to achieve these goals. 135 The second shift is the introduction of the 360-degree review or Multi Source Feedback (MSF) process, a supplement to the APAR, which aims to broaden the scope of those who evaluate the civil servants. While getting feedback from sources outside the immediate seniors and colleagues of an employee have certain benefits, the 360-degree process has also been criticised for increasing bias and subjectivity in the appraisal process. 1.3

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W https://cprindia.org/wp-content/uploads/2022/03/Performance-Management_5-March-22.pdf

308/416 **SUBMITTED TEXT** 32 WORDS **69%** **MATCHING TEXT** 32 WORDS

Training and Placement ▪ Feedback and Counselling ▪ Planning of work ▪ Promotion ▪ Recognition ▪ Strengthening Good Governance In line with these objectives, the APAR (

training and placement, feedback and counselling, planning of work, promotion, recognition of outstanding work, and strengthening governance (Surinder Nath Committee, 2003). line with these suggestions, the APAR

W https://cprindia.org/wp-content/uploads/2022/03/Performance-Management_5-March-22.pdf

309/416 **SUBMITTED TEXT** 19 WORDS **91%** **MATCHING TEXT** 19 WORDS

format) incorporated components to measure areas for skill upgradation through training and to recognise exceptional contributions in service.

format incorporated components to gauge areas for skill upgradation through training and to recognise exceptional contributions in service (

W https://cprindia.org/wp-content/uploads/2022/03/Performance-Management_5-March-22.pdf

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310/416	SUBMITTED TEXT	77 WORDS	90%	MATCHING TEXT	77 WORDS

In exercise of the powers conferred by sub-section (1) of section 3 of the All India Services Act, 1951, (61 of 1951), and in supersession of the All India Services (Confidential Rolls) Rules, 1970, except as respect things done or omitted to be done before such supersession, the Central Government, after consultation with the Governments of the States concerned, hereby makes the following rules, called the All India Services (Performance Appraisal Report - PAR) Rules, 2007.

In exercise of the powers conferred by sub-section (1) of section 3 of the All India Services Act, 1951, (61 of 1951), and in supersession of the All India Services (Confidential Rolls) Rules, 1970, except as respect things done or omitted to be done before such supersession, the Central Government, after consultation with the Governments of the States concerned, hereby makes the following rules, namely: - 1.Short title, commencement and application.- (1) These rules may called the All India Services (Performance Appraisal Report) Rules, 2007. (2)

W https://dopt.gov.in/sites/default/files/IAS%2528PAR%2529_Rules.pdf

311/416 **SUBMITTED TEXT** 643 WORDS **100%** **MATCHING TEXT** 643 WORDS

A performance appraisal report assessing the performance, character, conduct and qualities of every member of the Service shall be written for each financial year or as may be specified by the Government in the Schedule 2: Provided that a performance appraisal report may not be written in such cases as may be specified by the Central Government, by general or special order: Provided further that if a performance appraisal report for a financial year is not recorded by 31st of December of the year in which the financial year ended, no remarks may be recorded thereafter and the officer may be assessed on the basis of the overall record and self assessment for the year, if he has submitted his self-assessment on time. (2) Subject to the provisions of sub-rule (4), a performance appraisal report shall also be written when either the reporting or reviewing authority or the member of the Service reported upon relinquishes charge of the post, and, in such a case, it shall be written at the time of the relinquishment or ordinarily within one month of such relinquishment. (3) Where more than one performance appraisal reports are written on a member of the Service during the course of a financial year each such report shall indicate the period to which it pertains: Provided that only one report shall be written on a member of the Service for a particular period during the course of the financial year and there shall be a single reporting, reviewing and accepting authority at each level of assessment which shall be specified in the channel for writing performance appraisal reports by the concerned Ministries and State Governments and in no circumstances more than one person shall write the performance appraisal reports in the capacity of reporting, reviewing or accepting authority for a given period of time: Provided further that if more than one person of the same superior level supervises the performance of the member of Service, the Government shall identify the person to report or review well in advance of the relevant assessment year. (4) Where the reporting authority has not seen, but the reviewing authority has seen the performance of a member of the Service for at least three months during the period for which the performance appraisal report is to be written the reviewing authority shall write the performance appraisal report of any such member for any such period. (5) Where, both the reporting authority and the reviewing authority have not seen and the accepting authority has seen, as referred to in sub-rule (4), the performance of any such member, the accepting authority shall write the performance appraisal of any such member during such

A performance appraisal report assessing the performance, character, conduct and qualities of every member of the Service shall be written for each financial year or as may be specified by the Government in the Schedule 2: Provided that a performance appraisal report may not be written in such cases as may be specified by the Central Government, by general or special order: Provided further that if a performance appraisal report for a financial year is not recorded by 31st of December of the year in which the financial year ended, no remarks may be recorded thereafter and the officer may be assessed on the basis of the overall record and self assessment for the year, if he has submitted his self-assessment on time. (2) Subject to the provisions of sub-rule (4), a performance appraisal report shall also be written when either the reporting or reviewing authority or the member of the Service reported upon relinquishes charge of the post, and, in such a case, it shall be written at the time of the relinquishment or ordinarily within one month of such relinquishment. (3) Where more than one performance appraisal reports are written on a member of the Service during the course of a financial year each such report shall indicate the period to which it pertains: Provided that only one report shall be written on a member of the Service for a particular period during the course of the financial year and there shall be a single reporting, reviewing and accepting authority at each level of assessment which shall be specified in the channel for writing performance appraisal reports by the concerned Ministries and State Governments and in no circumstances more than one person shall write the performance appraisal reports in the capacity of reporting, reviewing or accepting authority for a given period of time: Provided further that if more than one person of the same superior level supervises the performance of the member of Service, the Government shall identify the person to report or review well in advance of the relevant assessment year. (4) Where the reporting authority has not seen, but the reviewing authority has seen the performance of a member of the Service for at least three months during the period for which the performance appraisal report is to be written the reviewing authority shall write the performance appraisal report of any such member for any such period. (5) Where, both the reporting authority and the reviewing authority have not seen and the accepting authority has seen, as referred to in sub-rule (4), the performance of any such member, the accepting authority shall write the performance appraisal of any such member during such

period. (6) Where the reporting authority, the reviewing authority and the accepting authority have not seen the performance of a member of the Service for at least three months during the period for which 137 the report is to be written, the Government shall make an entry to that effect in the performance appraisal report for any such period. (7) Notwithstanding anything contained in sub-rules (1), (2), (4) and (5), it shall not be competent for the reporting authority, the reviewing authority or the accepting authority to write a performance appraisal report after he demits office where the authority writing the performance appraisal report is not a Government servant. Explanation. - For the purposes of this rule, "a Minister" shall not be construed as having demitted the office if he continues to be a Minister in the Council of Ministers with a different portfolio or in the Council of Ministers immediately reconstituted after the previous Council of Ministers of which he was a Minister with the same or a different portfolio provided the Prime Minister or the Chief Minister, as the case may be, continues in office.'

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Empanelment is the process by which civil servants are chosen for top positions in the government, like that of the Joint Secretary and above. Until 2016, empanelment at senior levels of administration was done solely based on performance appraisal reports. The APAR system, which replaced the ACR system in 2007, required full disclosure of evaluation and ratings to the officer concerned (Department of Personnel and Training, 2007; Department Related Parliamentary Standing Committee on Personnel, Public Grievances, Law and Justice, 2017). According to the DoPT's submission to the Standing Committee Report on Appraisals, this shift made it increasingly difficult to identify the best officers, as all ratings were 'outstanding'. This led to a revision in empanelment guidelines in 2016 to provide for the collection of Multi Source Feedback (MSF), termed the '360-degree review'. The new mechanism was introduced as a supplement to the APAR system, which would use feedback from important stakeholders to identify candidates for further evaluation. An expert panel would take feedback on seven attributes including leadership, ownership, and honesty from a minimum of five stakeholders—seniors, juniors, peers, external 138 stakeholders and serving secretaries (Department Related Parliamentary Standing Committee on Personnel, Public Grievances, Law and Justice, 2017). The adoption of MSF in 2016 as a reform measure was distinct from the adoption of the APAR system in 2007 and it was conceived of as a supplement to, and not part of the APAR. For this reason, this paper treats MSF, or 360-degree reviews, as a standalone reform theme separate from the APAR. The SNC (2003) mooted the idea of 360-degree reporting to "supplement the formal APAR regime with an institutionalised means of ascertaining the reputations of civil servants, consistent with our culture and ethos" (Surinder Nath Committee, 2003, section 5.12.2). The committee justified this suggestion by citing the use of similar mechanisms by international organisations and foreign governments as a supplement to the performance appraisal system. The rationale behind MSF was that the reputation of civil servants within their professional circles would provide an accurate assessment of their capabilities (Surinder Nath Committee, 2003). While acknowledging the potential and utility of this system, the Second ARC argued that "in the context of India where strong hierarchical structures exist and for historical and social reasons it may not be possible to introduce this system unless concerns of integrity and transparency are addressed" (2008, p. 228).

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Most recently in 2018, the NITI Aayog recommended the complete replacement of appraisal reports with MSF (NITI Aayog, 2018). It is, therefore, important to revisit the concerns and criticism levied against the MSF system. 1.6

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313/416 **SUBMITTED TEXT** 16 WORDS **100%** **MATCHING TEXT** 16 WORDS

The Seventh Pay Commission recommended changes in the APAR system before linking it to the

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314/416 **SUBMITTED TEXT** 175 WORDS **97%** **MATCHING TEXT** 175 WORDS

RFD). First, there needed to be an alignment of department and individual performance. The department, which should derive its objectives from the concerned ministry's vision, 139 should make these clear to its personnel. Second, it pointed out that the APAR system needs to take into consideration the prioritisation of tasks while ranking officers. It suggested that this be done by prioritising tasks and using Key Performance Indicators (KPIs) to assign weights to each task. Third, it suggested that APAR should focus on assessing performance rather than the individual's personality. In this line, it recommended that there should be a 60 per cent weight on work output, and 40 per cent weight on personal attributes (instead of 60 per cent for personal and 40 per cent for work outputs that exist in the APAR system). Fourth, it recommended synchronised timelines between APAR and RFDs. Last, the Commission recommended the introduction of online APAR systems for all central government officers and employees. This recommendation was made after noting the success of the SPARROW (

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315/416 **SUBMITTED TEXT** 21 WORDS **100%** **MATCHING TEXT** 21 WORDS

which was introduced for IAS officers, and allowed for adherence to the prescribed timelines in filling up the APARs. 1.7

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316/416 **SUBMITTED TEXT** 32 WORDS **100%** **MATCHING TEXT** 32 WORDS

Recent reform literature has rightly identified that moving towards this more holistic and constructive approach to performance can resolve structural problems in the current system. As alluded to by the Second

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317/416 **SUBMITTED TEXT** 183 WORDS **97%** **MATCHING TEXT** 183 WORDS

the posts of Vigilance Commissioners. 1.8 Ranks of the Indian Police Service (IPS) The following are the ranks that an IPS officer takes charge as during her/his tenure in the service. • Assistant Superintendent of Police (Sub-division for 2 years' probation) • Superintendent of Police or Deputy Commissioner of Police (After 4 years in service) • Junior Administrative Grade (After 9 years in service) • Selection Grade (After 13 years in service) • Deputy Inspector General of Police or Additional Commissioner of Police (After 14 years in service) • Inspector-General of Police (After 18 years in service) • Additional Director General of Police (After 25 years in service) • Finally, the Director-General of Police (after 30 years in service) The Director-General of Police and Commissioner of Police is the head of the entire police force of the State or Metropolitan City like Chennai, Delhi, Kolkata, Mumbai, etc., and below him/her comes the Additional DGP or Special Police Commissioner. While the inspector General or Joint Commissioner of Police is the head of specialized police force like the Criminal Investigation Department, Special Branch etc.

SA Hema Pandey llm 4th seme.docx (D141969426)

318/416 **SUBMITTED TEXT** 25 WORDS **100%** **MATCHING TEXT** 25 WORDS

real change in organisational culture emerges only in an environment where employees feel valued and experience a sense of progress and organisational concern. 1.8

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319/416 **SUBMITTED TEXT** 17 WORDS **100%** **MATCHING TEXT** 17 WORDS

Behr, J. (2019, November 22). Getting the Most Out of 360-Degree Reviews. Harvard Business Review. https://hbr.org/2019/11/getting-the-most-out-of-360-

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320/416 **SUBMITTED TEXT** 21 WORDS **100%** **MATCHING TEXT** 21 WORDS

Department of Personnel and Training. (2007). The All India Service (Performance Appraisal Report) Rules, 2007. Government of India

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321/416 **SUBMITTED TEXT** 24 WORDS **93%** **MATCHING TEXT** 24 WORDS

MS, N. (2018, August). Why India's civil servants are disaffected with the 360-degree empanelment process for top central government posts. The Caravan. https://caravanmagazine.in/government- policy/whyindias-civil-servants-disaffected-with-360-

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322/416 **SUBMITTED TEXT** 36 WORDS **100%** **MATCHING TEXT** 36 WORDS

Surinder Nath Committee. (2003). Report of the Group Constituted to Review the System of Performance Appraisal, Promotion, Empanelment and Placement for the All India Services and other Group "A" Services (p. 64). Government of India. https://dopt.gov.in/

Surinder Nath Committee. (2003). Report of the Group Constituted to Review the System of Performance Appraisal, Promotion, Empanelment and Placement for the All India Services and other Group "A" Services (p. 64). Government of India. https://dopt.gov.in/

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323/416 **SUBMITTED TEXT** 28 WORDS **100%** **MATCHING TEXT** 28 WORDS

Unnikrishnan, A., Sharma, S., Sharma, K.R. (2022, March). Debates on Administrative Reform in India: Performance Management. Centre for Policy Research, State Capacity Initiative Working Paper No. 2022.3

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324/416 **SUBMITTED TEXT** 84 WORDS **87%** **MATCHING TEXT** 84 WORDS

SUBMITTED TEXT	MATCHING TEXT
The extent of Employer-Employee relations in public service depends vastly on the nature of Civil Service unionism. The harmony and hostility of relations rests with the strengths and weakness and the philosophy of unionism among the government employees. Public-Employee relations are also governed by the changing nature of the public employer and its dictatorial or democratic attitude in solving the mutual problems. In this Unit, we propose to study the objectives of Civil Service unionism, the origin and growth of employees unions and	The extent of Employer-Employee relatims in public service depends vastly on the' nature of Civil Service unionism. The harmony and hostility of relations rests with the strengths and weaknesses and the philosophy of uniohism among the government employees. Public-Employee relatims are also governed by the changing nature of the public employer, its dictatorial o r dehocratic attitude in solving the mutual problems. In this unit, we propose to study the objectives of Civil Service unionism, the origin and growth of employees unions and

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325/416 **SUBMITTED TEXT** 75 WORDS **91%** **MATCHING TEXT** 75 WORDS

SUBMITTED TEXT	MATCHING TEXT
administration. They are yearning for opportunities for full participation in the development of the country. The employees unions are positive assets to sound and progressive administration. The following may be said to be the objectives behind the establishment of organisations: 1) To acquaint the government with the point of view of the employees as there might be many problems where the management and the employees might be having differing point of views. 2) The	administration. They are yearning for opportunities for full participation in the development of the country. The employees unions are positive assets to sound and progressive administration. The following may be said to be the objectives behind the establishment of organisations: To acquaint the government with the point of view of the employees. There might be several troubles where the management and the employees might be having differing points of views. the

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326/416 **SUBMITTED TEXT** 196 WORDS **85%** **MATCHING TEXT** 196 WORDS

an opportunity to the government to know the opinion of the employees on any given issue. No government can possibly contact all its employees individually. They could be easily contacted through the medium of the organisation. The opinion of the organisation is the collective opinion of the employees. 3) The organisation belongs to the employees. It stands with them through thick and thin. There is a feeling of oneness between the employees and the organisation. 4) The associations meet the social expectations of the members. It satisfies the ego of the office bearer. They feel that they are doing something useful and beneficial for their members. The unions make it possible for employees to express their point of view to the government as a whole, while developing a feeling of oneness between the employees and the administration. Thus, they help in developing harmonious relations between government and employees. The employees unions provide a feeling of identification with the securing of certain personal objectives. They want to do something for themselves. They provide an outlet for natural social aspirations of employees. The unions want to promote efficiency, protect merit systems and improve the quality of administration. 5)

an opportunity to the government to know the opinion of the employees on any given issue. No government could perhaps get in touch with all its employees individually. They could be easily contacted through the medium of the organization. The opinion of the organization is the communal opinion of the employees. The organization belongs to the employees. It stands with them through thick and thin. There is a feeling of oneness flanked by the employees and the organization. The associations meet the social expectations of the members. It satisfies the ego of the office bearer. They feel that they are doing something useful and beneficial to their members. The unions create it possible for employees to express their point of view to the government as a whole, while developing a feeling of oneness flanked by the employees and the administration. Therefore, they help in developing harmonious relations flanked by government and employees. The employees unions give a feeling of identification with the securing of sure personal objectives. They want to do something for themselves. They an outlet for natural social aspirations of employees. The unions want to promote efficiency, protect merit systems and improve the quality of administration.

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327/416 **SUBMITTED TEXT** 45 WORDS **73%** **MATCHING TEXT** 45 WORDS

Protecting the rights of employees including ventilation of grievances and negotiation with the government. (b)Undertaking measures for social, economic, and cultural advancement of the employees. (c)Promoting academic matters including publication of journals and other literature. (d)Settlement of disputes through joint consultation/collective bargaining. (

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328/416	SUBMITTED TEXT	38 WORDS	90%	MATCHING TEXT	38 WORDS

Achieving free trade union rights including full citizenship with right to contest elections. (f)To ensure the framing of labour legislation to guarantee the growth of free trade unionism without discrimination between government and non-government labour. 1.4:

Achieving free trade union rights including full citizenship with right to contest elections. To ensure the framing of labour legislation to guarantee the growth of free trade unionism without discrimination flanked by government and non-government labour.

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329/416	SUBMITTED TEXT	113 WORDS	94%	MATCHING TEXT	113 WORDS

the early British rule, there was little or no consciousness of common needs and interests among civil servants because of the greater inheritance and partnership in the administration by the English rulers. Indians who were largely employed at the pleasure of the Britishers, had little or no interest in the formation of an association and whatever urge there was, got submerged in the movement of the people for realisation of the goal of India's independence. Of course, before World War I there were associations of government employees such as the Amalgamated Society of Railway Servants of India and Burma (1897), the Indian Civil Service Association (1918), etc. but they were mostly manned

the early British rule, there was little or no consciousness of common needs and interests in the middle of civil servants because of the greater inheritance and partnership in the administration through the English rulers. Indians who were largely employed at the pleasure of the Bruisers, had little or no interest in the formation of an association and whatever urge there was, got submerged in the movement of the people for realization of the goal of India"s independence. Of course, before World War I there were associations of government employees such as the Amalgamated Society of Railway Servants of India and Burma (1897), the Indian Civil Service Association (1918) etc. but they were mostly manned

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and the Anglo-Indians. Hence, their existence carried not much significance in the development of unions except as a matter of historical interest. During the British rule of centralised administration, the general mass of lower and middle level civil servants did not find an opportunity to get organised. By the beginning of the 20th century, however, modern association had secured for itself a place in the economic and political life of the country. Employees organised themselves to press their demands but, by and large, it was only in those cases where they could evoke public sympathy that they succeeded, and such sympathy was hard to come by. After World War I, political and economic conditions in the country caused, partly by the freedom struggle led by Mahatma Gandhi and his followers and partly by the drain theory advocated by Dadabhai Naoroji as the cause of poverty of India, roused new aspirations in the minds of civil servants to form associations. Further the establishment of the International Labour Organisation (1919) had its impact on the growth of trade unions and staff associations in the country. Lower grade employees working in the Railways and the Post and Telegraph Department began to organise themselves into unions. While some unions chose to operate independently others felt the need for coordination of their activities 145 at the national level. The formation in 1920 of the All India Trade Union Congress (AITUC) was a manifestation of these urges. Further, the enactment of the Trade Union Act, 1926, facilitated the formation and growth of trade/staff unions in India. The setting up of the popular governments in the provinces in the late thirties under the Government of India Act, 1935, quickened the pace of the growth of unions and staff associations in the provinces. The Act vested in the governors the responsibility to "safeguard the interests and rights of civil servants. During World War II (1939-45) the relations between the government and its employees further deteriorated. Economic conditions began to worsen and the cost of living rose very high and this made the life of employees, especially the low paid, difficult. As a result, of an intense agitation resorted to by the unions of the Railways and the Postal employees for the amelioration of their condition of service, the government appointed a "Pay Commission" to go into the whole question of scale of wages, pensions and other conditions of service and also the question of setting up some machinery for negotiations between the government and the United Kingdom. The Commission was pained to find that there was "an absolute distrust on the part of many grades of public servants as to their ever

and the Anglo-Indians. Hence their subsistence accepted not much significance in the development of unions except as a matter of historical interest. Throughout the British rule of centralised administration, the general mass of lower and middle stage civil servants did not find an opportunity to get organised. Through the beginning of the 20th century, though, modern association had secured for itself a place in the economic and political life of the country. Employees organised themselves to press their demands but, through and large, it was only in those cases where they could evoke public sympathy that they succeeded, and such sympathy was hard to come through. After World War I, political and economic circumstances in the country caused, partly through the freedom thrash about led through Mahatma Gandhi and his followers and partly through the drain theory advocated through Dadabhai Naoroji as the cause of poverty of India, roused new aspirations in the minds of civil servants to form associations. Further the establishment of the International Labour Organization (1919) had its impact on the growth of trade unions and staff associations in the country. Lower grade employees working in the Railways and the Post and Telegraph Department began to organize themselves into unions. While some unions chose to operate independently others felt the need for coordination of their activities at the national stage. The formation in 1920 of the All India Trade Union Congress (AITUC) was a manifestation of these urges. Further the enactment of the Trade Union Act, 1926, facilitated the formation and growth of trade/staff unions in India. The setting up of the popular governments in the provinces in the late thirties under the Government of India Act, 1935, quickened the pace of the growth of unions and staff associations in the provinces. The Act vested in the governors the responsibility to "safeguard the interests and rights of civil servants. Throughout World War II (1939-45) the relations flanked by the government and its employees further deteriorated. Economic circumstances began to worsen and the cost of living rose very high and this made the life of employees, especially the low paid, hard. As a result of an intense agitation resorted to through the unions of the Railways and the Postal employees for the amelioration of their condition of service, the government appointed a "Pay Commission" to go into the whole question of scale of wages, pensions and other circumstances of service and also the question of setting up some machinery for negotiations flanked by the government and the United Kingdom. The Commission was pained to find that there

receiving a fair response from the government to their representations". It strongly recommended that the administration should encourage and foster the growth of unions of civil servants. This recommendation gave a further impetus to the development and organisation of civil service associations. After the attainment of Independence, employees in the civil service felt pride in the formation of association. Slowly and gradually, all classes of civil servants began to organise themselves into associations. The Government of India felt the importance of associations and consequently an article to this end was incorporated in the draft constitution now the Indian Constitution in force from 26 January, 1950, which provides for the right to 'form associations and unions' subject to 'public order or morality'. Civil servants enjoy this fundamental right as much as any other group of citizens and their right to form unions or associations is no different from workers outside the government. This article is a milestone in the development of staff associations and unions in India as a whole. The civil servants outside the Railways and the P&T largely remained unorganised. There were loose organisations among the Income Tax, Audit and Accounts, Customs, Civil Aviations and Public Works Departments. The All India Federation of Income Tax Employees, though formed in 1949, was not recognised by the government as its President Asoka Mehta was not an employee of the Income Tax Department. It was only recognised in 1954 after its re-birth in 1953. It is now one of the strong federations with about 40 affiliated associations/unions.

was "an absolute distrust on the part of several grades of public servants as to their ever getting a fair response from the government to their representations". It strongly recommended that the administration should encourage and foster the growth of unions of civil servants. This recommendation gave a further impetus to the development and organization of civil service associations. Post-Independence After the attainment of Independence, employees in the civil service felt pride in the formation of association. Slowly and slowly, all classes of civil servants began to organize themselves into associations. The Government of India felt the importance of associations and consequently an article to this end, was incorporated in the draft constitution now the Indian Constitution in force from 26 January, 1950. Gives for The right to "form associations and unions" subject to "public order or morality". Civil servants enjoy this fundamental right as much as any other group of citizens, and their right to form unions or associations is no dissimilar from workers outside the government. This article is a milestone in the development of staff associations and unions in India as a whole. The civil servants outside the Railways and the P&T largely remained unorganized. There were loose organisations in the middle of the Income Tax, Audit and Accounts, Customs, Civil Aviations and Public Works Departments. The All-India Federation of Income Tax Employees, though shaped in 1949, was not recognized through the government as its President Asoka Mehta was not an employee of the Income Tax Department. It was only recognized in 1954 after its re-birth in 1953. It is now one of the strong federations the about 40 affiliated associations/unions.

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331/416 **SUBMITTED TEXT** 89 WORDS **94%** **MATCHING TEXT** 89 WORDS

only recognised in 1956, though the employees started organising since 1923. It was de-recognised in 1959 and it took long time to get re-recognition. The All India Ordinance Employees Federation was set up in 1947 with heterogeneous Defence workers organisations. In May 1953, they united and formed All India Defence Employees Federation (AIDEF). In 1959, forty unions affiliated to the AIDEF left it and formed the Indian National Defence Workers Federation (INDWF) with the support of Indian National Trade Union Congress (INTUC). Both the Federations have been recognised	only recognized in 1956, though the employees started organizing since 1923. It was de-recognized in 1959 and it took long time to get re-recognition. The All-India Ordinance Employees Federation was set up in 1947 with heterogeneous Defence workers organisations. In May 1953, they united and shaped All-India Defence Employees Federation (AIDEF). In 1959, forty unions affiliated to the AIDEF left it and shaped the Indian National Defence Workers Federation (INDWF) with the support of Indian National Trade Union Congress (INTUC). Both the Federations have been recognized

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332/416 **SUBMITTED TEXT** 32 WORDS **100%** **MATCHING TEXT** 32 WORDS

the government. The employees unions in the Defence Ministry are large in number and strong in their representative capabilities. In 1947, there were 27 unions in P & T recognised	the government. The employees unions in the Defence Ministry are large in number and strong in their representative capabilities. In 1947, there were 27 unions in P&T recognized

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333/416 **SUBMITTED TEXT** 260 WORDS **93%** **MATCHING TEXT** 260 WORDS

the government. The government initiated a Realignment scheme, proposing all the unions to come under one Federation. Accordingly, all the Non- Gazetted employees of P & T were realigned into nine All India Trade Unions and National Federation of P & T Employees (NFPTE) came into existence in 1954. Since then till 1968, the NFPTE enjoyed exclusive recognition. In 1969, the P & T Department recognised rival unions and the Federation of National P & T Organisation (FNPTO). In spite of rivalry, the employees unions in P & T are very strong. The All India Railwaymen's Federation (AIRF) was formed in 1924. It has been one of the powerful trade unions in India under the eminent leadership of V.V. Giri, Jaya Prakash Narayan, N.M. Joshi, Peter 146 Alvares and George Fernandes. Till 1948, AIRF had the privilege of the exclusive recognition of the government. In 1949, the government also recognised a new organisation, namely the Indian National Railway Workers' Federation (INRWF). In 1953, a merger of the AIRF and INRWF took place and a new Federation in the name of National Federation of Indian Railwaymen (NFIR) came into existence. However, despite the unity efforts in 1957, the AIRF was revived. The former INRWF retained the name of NFIR. In 1974, a third Federation, viz., the Indian Railway Workers Federation was formed with the support of AITUC. There are also category-wise All India Associations, for Station Masters, Locomen Running Staff, Guards, Signals and Telecommunication Staff, Commercial Clerks, Ministerial Staff. The recognition of category-wise unions also became strong. 1.5:

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334/416 **SUBMITTED TEXT** 143 WORDS **95%** **MATCHING TEXT** 143 WORDS

The organisation of employees was confronted with a number of problems during their growth and stabilisation. The most crucial problem was the struggle to achieve the right to form Unions/Associations. The Right of Association is central to the concept of constitutional democracy. It is difficult for anybody to function without freedom to associate with others. People find much of their identity in some form of group activity in economic, social, political and professional terms. It must be the obligation of the government to protect the right of Association from invasion and to refrain from making inroads into the right by its own activities. The Constitution of India under Article 19(1)(c) guarantees the right to form associations and unions to its citizens. It is natural that government employees also resort to take up association type of activity for protecting their service conditions.

The organisation of employees was confronted with a number of problems during their growth and stabilisation. The most crucial problem was the struggle to achieve the right to form Unions/Associations. The Right of Association is central to the concept of constiputional democracy. It is difficult for any body to function without freedom to associate with others. People find much of their identity in some form of group activity in economic, social, political and professional terms. It must be the obligation of the government to protect the right of Association from invasion and to refrain from making inroads into the right by its c-n activities. The Constitution of India under Article 19(l)(c) guarantees the right to form associations and unions to its citizens. It is natural that government employees also resort to take up association type of activity for protecting their service conditions. 22.6

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It is pertinent to note that the grant and continuance of recognition provides a legal status to the

It is pertinent to note that the grant and continuanco'of recognition provides a legal status to the

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to represent the grievances of employees, negotiate and bargain with the employer. Recognition encourages legitimate union activity. The Indian Trade Union Act, 1926 did not extend its provisions to the civil servants. The Trade Union Law has made no provision for compulsory recognition of unions by the employers. In spite of the limitations and restrictions the employees organisations focussed their grievances from time to time since the 1920s. To curb the mounting unrest and the threat of direct action, the government issued the Central Civil Services (Conduct) Rules, 1955 and they were amended in 1964. In 1959, a new set of Rules known as the Central Civil Service (Recognition of Service Associations) Rules, 1959 were made under Article 309 and clause 5 of Article 148 of the Constitution of India. The provisions of the Rules laid certain conditions for purposes of recognition: a) No person, who is not a government servant, is connected with the affairs of the Association. b) The executive of the Association is elected from amongst the members only. c) The Association shall not respond to support the cause of individual government servants. d) It shall not maintain any political fund or lend itself to the propagation of the views of any political party or politician. The Ministry of Labour issued separate rules for recognition of unions of workers who are industrial employees. According to these rules: a) The membership of

to represent the grievances of employees, negotiate and bargain with the employer. Recognition encourages legitimate union activity. The Indian Trade Union Act, 1926 did not extend its provisions to the civil servants. The ~mpbla-hpb)rcd * R. Trade Union Law has made no provision for compulsory recognition of unions by the employers. In spite of the limitations and restrictions the employees organisations focused their grievances from time to time since the 1920s. T o curb the mounting unrest and the threat of direct action, the government issued the Central Civil Services (Conduct) Rules, 1955 and they were amended in 1964. In 1959, a new set of Rules known as the Central Civil Service (Recognition of Service Associations) Rules, 1959 were made under Article 30%and clause 5 of Article 148 of the Constitution of India. The provisions of the Rules laid certain conditions for purposes of recognition: a) No person, who is not a government servant, is connected with the affairs of the Association. b) The executive of the Association is elected from amongst rhe members only. c) The Association shall not respond to support the cause of individual government servants. d) It shall not maintain any political fund or lend itself to the propagation of the views of any political party or politician. r The Ministry of ~ a b o uissued separate rules for recognition of unions of workers who are industrial employees. According to these Rules: a) The membership of

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union must be confined to workmen employed in the same industry or industries closely allied or connected with each other. 147 b) The union must be a representative of all workmen employed in that industry. No class of workmen must be excluded from membership. c) The union must be registered under the Trade Union Law. d) The union must make a suitable provision in their constitution regarding the procedure for declaring strikes. The Railway Ministry also issued another set of rules for the recognition of associations of Non-Gazetted Railway servants. However, they are not very different from the Rules of the Labour Ministry. The grant and continuance of recognition under the Labour and Railway Ministry's Rules rests with the discretion of the government and the Rules of Ministry of Home Affairs (Rules of Recognition, 1959) also provide recognition only when specified conditions

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338/416 **SUBMITTED TEXT** 146 WORDS **99%** **MATCHING TEXT** 146 WORDS

fulfilled. Except in the case of civil servants who are governed by the Recognition Rules of 1959, both Labour Ministry's rules and the Railway Ministry's rules permit the association of outsiders as the executive of the unions. However, the former employees and retired employees are allowed in civil service associations. The Recognition Rules of 1959 restricted the free movement of trade unions. According to the rules every association which seeks recognition has to submit a list of members and office bearers and must have at least 15 per cent of a distinct category of government servants as members. The rules were stringent and demanded liberal application of the rules. For a long time the government had not followed any clear policy in regard to recognition. The unions had to fight and struggle to get the recognition as different ministries had followed different recognition rules.

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339/416 **SUBMITTED TEXT** 69 WORDS **94%** **MATCHING TEXT** 69 WORDS

Public employees have in many countries demanded the right to form Employees Unions. There is a high degree of variation among the public employee organisations and in the nature of formal relations between the unions and their governments. Their fundamental objectives are to get redressed of the grievances of the employees pertaining to the service conditions through joint consultation, collective bargaining and by direct action if felt necessary.

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Ultimately they have aimed at maintenance of harmonious relations between the government and employees by settling their problems through negotiations in

Ultimately they aim at maintenance of harmonious relations between the government and employees by settling their problems through negotiation in

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to promote efficiency protect merit system and improve the effectiveness of

to promote efficiency, protect merit system and improve the effectiveness of

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342/416 **SUBMITTED TEXT** 16 WORDS **100%** **MATCHING TEXT** 16 WORDS

P. (1972). Freedom of Association in Public Employment. Journal of Indian Law Institute. 14(1): 1-20.

P. 1972. 'Freedom of Association in Public Employment, Journal of Indian Law Institute,

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to understand the significance of the joint consultation in civil service staff relations (

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outline the functions of the Joint Consultative Councils and the Board of Arbitration (d) to evaluate the functioning of the Joint Consultative Machinery, and (f) to discuss suggestions for the improvement. 2.2: Introduction The history of the civil service staff relations is characterised by the recognition of the fact that employees at work like to be treated as human beings. The recognition of the human dignity was one of the cardinal factors that lead to the resolutions of the grievances of the employees in a peaceful manner, in democratic method and at regular periods. The early employer-employee relations in the government service followed the traditional pattern, where the government employees were expected to owe unquestionable loyalty to the State. Therefore, the conditions of service of the employees were determined unilaterally by the government without consulting the employees. The labour in the private sector secured benefits in matters of wages and working conditions as a result of effective labour organisation and militant actions. This led to the conviction among government employees' organisations that through joint and united efforts and concerted action only they could ensure improvement in their service conditions. Accordingly, the government employees resorted to strikes and brought pressure on the government to negotiate in good faith with its employees. They demanded the State 'to be a model employer for promoting sound employer- employee relations. Modern democratic governments with large-scale administrative organisations committed to the all-round development of the society cannot carry out their policies and programmes without the active cooperation and participation of

outline the functions of the Joint Consultative Councils and the Board of Arbitration evaluate the funtioning of the Joint Consultative Machinery, and discuss suggestions for the improvement. INTRODUCTION The history of the civil service staff relations is characterised by the recognition of the fact that employees at work like to be treated as human beings. The recognition of the human dignity was one of the cardinal factors that lead to the resolutions of the grievances of the employees in a peaceful manner, in democratic method and at regular periods. The early employer-employee relations in the government service followed the traditional pattern, where the government employees were expected to owe unquestionable loyality to the State. Therefore, the conditions of service of the employees were determined unilaterally by the government without consulting the employees. The labour in the private sector secured benefits in matters of wages and working conditions as a result of effective labour organisation and militant actions. This led to the conviction among government employees' organisations that through joint and united efforts and concerted action only they could ensure improvement in their service conditions. Accordingly, the government employees resorted to strikes and brought pressure on the government to negotiate in good faith with its employees. They demanded the State'to be a model employer for promoting sound employer-employee relations. Modern democratic governments with large-scale administrative organisations committed to the all-round development of the society cannot carry out their policies and programmes without the active cooperation and participation of

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employees. Therefore, harmonious staff relations are absolutely necessary for ad3ministrativeefficiency and it is not possible for the governments to maintain cordial relations without an effective form of consultation and negotiation. For this reason, the civil service staff relations policies and programmes must be consistently blasted on the principles of democratic government. Strikes by the government employees, it was realised, cannot be prohibited without	employees. Therefore, harmonious staff relations are absolutely necessary for ad3ministrative efficiency and it is not possible for the governments to maintain cordial relations without an effective form of consult.ation and negotiation. For this reason, the civil service staff relations policies and programmes must be consistently blased on the principles of democratic government. Strikes by the government employees, it was realised, cannot be prohibited without

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346/416 **SUBMITTED TEXT** 195 WORDS **96%** **MATCHING TEXT** 195 WORDS

providing suitable framework of joint consultation, collective negotiation procedures and methods of dispute settlement by compulsory arbitration. As such, establishment of a grievance redressed and disputes solving machinery was considered the "essential half-way house" between the unilateral imposition of conditions of service in the public employment by the state as employer on the one hand, and deadlocks and strikes on the other. It was felt that all matters relating to pay, hours of work and conditions of service may be negotiated by the representatives of the employees and the employer. Thus, the discussions in joint consultative bodies generally relate to the exchange of information and consideration of the suggestions for improving safety, security, health and welfare and increase of productive efficiency. The results of such mutual discussions usually take the shape of recommendations framing the final decision to the government. The emphasis in joint consultation is 151 mainly on informal method and cooperation based on common interests and good faith to improve the working conditions of employees and to increase the efficiency of administration. The simple aim of such relationship is to facilitate and promote peaceful resolution of conflicting interests. 2.3:	providing suitable framework of joint consultation, collective negotiation procedures and methods of dispute settlement by compulsory arbitration. As such, establishment of a grievance redressal and disputes solving machinery was considered the "essential half-way house" between the unilateral imposition of conditions of service in the public employment by the state as employer on the one hand, and deadlocks and strikeson the other. It was felt that all matters relating to pay, hours of work and conditions of service may be negotiated by the representatives of the employees and the employer. Thus, the discussions in joint consultative bodies generally relate to the exchange of information and consideration of the suggestions for improving safety, security, health and welfare and increase of productive efficiency. :The results of such mutual discussions usually take the shape of recommendatiorls framing the final decision to the government. The emphasis in joint coilsultation is mainly on informal method and cooperation based on common interests and good faith to improve the working conditions of employees and to increase the efficiency of administration. The simple aim of such relationship is to facilitate and promote peaceful resolution of conflicting interests.

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347/416	SUBMITTED TEXT	106 WORDS	83%	MATCHING TEXT	106 WORDS

After discussions between the government and the employees organisation, the Government of India decided in 1963 to introduce a scheme for joint consultative machinery and compulsory arbitration. On many aspects of the scheme the employees organisations expressed doubts and opposed certain proposals of the government. The government wanted to bring all the employees (including inpustrial employees) under one umbrella. Therefore, there were discussions on many occasions at all levels for three years and all the doubts were clarified and there was a general consensus that a fair'trial be given to the scheme. Thus, the Joint Consultative Machinery and Compulsory Arbitration Scheme for Central Government Employees

After discussions flanked by the government and the employees organisations the Government of India decided in 1963 to introduce a scheme for joint consultative machinery and compulsory arbitration. On several characteristics of the scheme the employee"s organisations expressed doubts and opposed sure proposals of the government. The government wanted to bring all the employees (including industrial employees) under one umbrella. So, there were discussions on several occasions at all stages for three years and all the doubts were clarified and there was a general consensus that a fair trial be given to the scheme. Therefore, the Joint Consultative Machinery and Compulsory Arbitration Scheme for Central Government Employees

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348/416 **SUBMITTED TEXT** 267 WORDS **92%** **MATCHING TEXT** 267 WORDS

inaugurated on October 28,1966. The inauguration of the Scheme of J.C.M. was considered "opening of a new chapter" and hoped that the relationship of Governments with its employees would enter a new era of more fruitful cooperation. The Scheme was designed "with the object of promoting harmonious relations and securing the greatest measure of cooperation between the government and its employees in matters of common concern, and with the further object of increasing the efficiency of the public service combined with the well-being of those employed" The Scheme is a voluntary one. The government and the employees unions and associations who participate in the scheme are required to subscribe to a Declaration of Joint Intent. Accordingly, both the sides (the government and the staff associations and unions) agreed to a full and frank discussions on all matters in the Joint Councils to reach agreements. The unique feature of the Scheme is its coverage of both industrial and non-industrial of the government. In this regard it differs from the Whitley System which is concerned with only non-industrial civil service. Another difference is that the J.C.M. Scheme does not cover "the class I, class I1 services, employees of industrial establishment and the union territories and police personnel" Yet another difference is that the fundamental objective of Whitley System viz., to provide machinery for dealing with grievances and to bring together experience and points of view of representatives of different classes and grades of civil service is not stated in the J.C.M. Scheme.\ The J.C.M. provides for a three-tier structure and Joint Councils at the National, I ~departmental,

inaugurated on October 28,1966. The inauguration of the Scheme of J.C.M. was measured “opening of a new chapter” and hoped that the relationship of Governments with its employees would enter a new era of more fruitful cooperation. THE SALIENT CHARACTERISTICS OF J.C.M. SCHEME The Scheme was intended “with the object of promoting harmonious relations and securing the greatest measure of cooperation flanked by the government and its employees in matters of common concern, and with the further object of rising the efficiency of the public service combined with the well-being of those employed” The Scheme is a voluntary one. The government and the employees unions and associations who participate in the scheme are required to subscribe to a Declaration of Joint Intent. Accordingly, both the sides (the government and the staff associations and unions) agreed to a full and frank discussions on all matters in the Joint Councils to reach agreements. The unique characteristic of the Scheme is its coverage of both industrial and non-industrial of the government. In this regard it differs from the Whitley System which is concerned with only non-industrial civil service. Another variation is that the J.C.M. Scheme does not cover “the class I, class II services, employees of industrial establishment and the union territories and police personnel” Yet another variation is that the fundamental objective of Whitley System viz., to give machinery for dealing with grievances and to bring together experience and points of view of representatives of dissimilar classes and grades of civil service is not stated in the J.C.M. Scheme. The J.C.M. gives for a three-tier structure and Joint Councils at the National, Departmental,

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levels. The J.C.M. Scheme is a bi-partite body consisting of the representatives of the government (official side) and the representations of the recognised employees organisations (staff side). The official side is nominated by the government and the staff side seats allocated to different associations/unions/

levels. The J.C.M. Scheme is a bi-partite body , consisting of the representatives of the government (official side) and the representations oft he recognised employees organisations (staff side). The official side is nominated by the government and the staff side seats allocated to different associations/unions/

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the government. The Scheme broadly covers about 3 million regular class I11 and IV civil employees of the Central Government including industrial employees working in the departmentally run undertakings like the Railways and workshops and production units of various ministries. Though the Indian J.C.M. Scheme was modelled after the Whitley System in U.K., the Indian Scheme could not inculcate in its scheme, the spirit and the long experience of the Whitley system. It is more a joint consultative machinery than a bi-partite participative agency. The Joint Councils deal with all matters concerning the conditions of work, standards of work, efficiency and staff welfare. However, in matters of recruitment, promotion and discipline, consultation is limited only to matters of general principles and individual cases are not considered. The Councils may appoint Committees to study and report on any matter falling within t5eir scope. All the agreements reached between the official and staff sides of a council will become operative subject to the final authority of the Cabinet. If the matter is arbitral and a final disagreement were to be recorded it may be referred to 152 arbitration, if either side desires so. However, compulsory arbitration is not available at regional office council	the government. The Scheme broadly covers about 3 million regular class III and IV civil employees of the Central Government including industrial employees working in the departmentally run undertakings like the Railways and workshops and production units of several ministries. Though the Indian J.C.M. Scheme was modeled after the Whitley System in U.K., the Indian Scheme could not inculcate in its scheme, the spirit and the long experience of the Whitley system. It is more a joint consultative machinery than a bi-partite participative agency. THE FUNCTIONS OF COUNCILS The Joint Councils deal with all matters concerning the circumstances of work, standards of work, efficiency and staff welfare. Though, in matters of recruitment, promotion and discipline, consultation is limited only to matters of general principles and individual cases are not measured. The Councils may appoint Committees to and report on any matter falling within their scope. All the agreements reached flanked by the official and staff sides of a council will become operative subject to the final authority of the Cabinet. If the matter is arbitral and a final disagreement was to be recorded it may be referred to arbitration, if either side desires so. Though, compulsory arbitration is not accessible at local/office council

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Compulsory arbitration is a part of the scheme for Joint Consultation Machinery and Compulsory Arbitration for Central Government Employees.	Compulsory arbitration is a part of the scheme for joint consultation machinery and Compulsory Arbitration for central government employees.

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352/416 **SUBMITTED TEXT** 376 WORDS **98%** **MATCHING TEXT** 376 WORDS

government is required to appoint a Board of Arbitration under clause 19 of the scheme. The Board consists of three members. one is drawn from a panel of five names submitted by the official side, second from a similar panel submitted by the staff side of the National Council, and the third a Chairman, who is an independent. The Chairman and the members are selected by the Ministry of Labour. The first Board of Arbitration was established in July 1968. The jurisdiction of the arbitration matters is limited to: a) pay and allowance b) weekly hours of work and c) leave of 'a class or grade of employees'. Individual cases are not subject to compulsory arbitration. Guidelines are laid down for the Board of Arbitration to arrive at decisions and its jurisdiction in certain matters is barred. Further, matters determined by the government in accordance with the recommendations of a commission are not arbitrable for a period of five years from the date of the recommendations and orders issued by the Government in pursuance of the recommendations of the Board of Arbitration remain in operation for three years. The recommendations of the Board of Arbitration are binding on both the sides but the Parliament may modify or reject them on grounds of national economy or social justice. In the very first and second meetings of the National Council the government rejected to refer to the compulsory arbitration the major demands of the staff side like the 'need' based minimum wage, and merger of D. A. with basic pay. On this issue the employees went on a day's token strike on 16th September 1968 much against the Declaration of Joint Intent. During 1968-88, a total number of about 200 references were made to the Board of Arbitration and it gave 175 awards. In more than 150 cases the staff side either fully or partially benefited. The number of employees benefited due to the awards of the Board of Arbitration runs into millions. Most of the cases referred were pertained to pay scales and allowances. The arbitration awards clearly favoured the claims of the staff side. In a way, compulsory, arbitration in India contributed to development of harmonious staff relations in the Government of India. 2.4:

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353/416 **SUBMITTED TEXT** 254 WORDS **98%** **MATCHING TEXT** 254 WORDS

Evolution of Joint Consultative Machinery It was the introduction of 'Whitleyism' in 1919 in the British Civil Service Staff relations hailed by several countries as the novel method in the area of human relations. The Whitley system which involves formal as well as informal consultations and negotiations leading to agreement or arbitration has been an example followed in a large number of countries of the British Commonwealth with certain modifications. The staff relations in the British Civil Service are maintained through Whitley councils method. The Civil Service National Whitley Council is responsible for joint consultation on conditions of service affecting civil servants in general irrespective of the department to which they belong. The Departmental Whitley Councils are responsible for staff matters within their departments. Local Whitley Committees discuss matters affecting the local working conditions and day-to-day problems. The Government of India and the organisations of employees struggled nearly for three decades to have staff relations on the pattern of Whitley Councils in the U.K. The issue was first raised in 1928 anti again in 1942. The Royal Commission on Labour in 1931 recommended the establishment of a joint standing machinery for Railways. However, the Home Department did not accept the proposals, in spite of the favourable attitude of the Labour Department. The government referred the matter to thc Central (First) Pay Commission in 1946 to enquire on "The machinery for negotiating and setting the questions relating to conditions of service which may arise out of differences between government and its employees".

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354/416 **SUBMITTED TEXT** 21 WORDS **90%** **MATCHING TEXT** 21 WORDS

its employees in matters of common concern, and with the object, further, of increasing the efficiency of the public service.

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355/416	SUBMITTED TEXT	20 WORDS	65%	MATCHING TEXT	20 WORDS

The scope of the Joint Councils includes all matters relating to conditions of service and work, welfare of employees

The scope and functions of these councils include all matters relating to the conditions of service and work, welfare of the employees,

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356/416	SUBMITTED TEXT	15 WORDS	96%	MATCHING TEXT	15 WORDS

matters of recruitment, promotion and discipline, consultation is limited to matters of general principles

matters of recruitment, promotion and discipline, consultation is limited only to matters of general principles

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357/416	SUBMITTED TEXT	13 WORDS	91%	MATCHING TEXT	13 WORDS

as often as necessary, and not less than once in four months.

as often as necessary and not less than once in three or four months.

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358/416	SUBMITTED TEXT	445 WORDS	97%	MATCHING TEXT	445 WORDS

As per the decisions of the Cabinet sub-committee the Staff Committees were renamed as Staff Councils without any change in their constitution, objects and the rules of procedure. A Coordinating Committee consisting of representatives of the Ministry of Home Affairs, Finance, Works, Housing and Supply and the concerned ministry was constituted to decide matters which remained unresolved in the Staff Councils. The Ministry administratively concerned with Staff Councils decide what matters should be brought before the Coordinating Committee. The Staff Councils during their existence (1954-59) made many recommendations. Most of them were accepted and implemented by different Ministries. But they were unimportant items like water coolers, transport facilities, grant of leave, office uniforms, canteen facilities, dispensaries and first aid boxes etc. Neither the machinery t of administration was improved nor the important grievances of the employees were redressed. The Second Pay Commission report observed "due to lack of will on the part of the Government to accept the principles of joint consultation failed as an effective instrument for prevention of the disputes." Therefore, the Second Pay Commission proposed that "the situation required the 'establishment of machinery which fully in spirit and largely in form followed the Whitley Machinery in the United Kingdom". Thus, the Staff Committees and Councils had "little in common with the Whitley Machinery" and failed to square up with the real Whitley spirit. In India, the government civil employees have not shown any remarkable preference for a joint consultative machinery. On the other, the government did not consult the organisations of the employees when it introduced the Staff Committees and Councils. It was a unilateral attempt for a bilateral purpose. The Whitley cause also could not be served in the absence of arbitration machinery for resolving the disputed matters. Further, due to thcir advisory nature the scope of the Staff Committees/Councils and their activities were much restricted and the way in which they were handled by the officers further limited their utility. There was no Central Joint Staff Council like the National Whitley Council to consider issues of common and general application to all the employees of the Ministries. As the Civil Service Unions Associations were not involved, the organised sections of employees declared no faith, rejected the Councils and considered them as "merely eye-wash". The officials at the top level were responsible for the ineffective functioning of Staff Councils for want of Whitley thinking. The staff representatives on the

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359/416 **SUBMITTED TEXT** 299 WORDS **94%** **MATCHING TEXT** 299 WORDS

In 1960, the Central Government employees went on strike for five days from July 11-16. One of their demands was the establishment of joint consultative machinery (J.C.M.). Immediately, the Government decided to set up the J.C.M. and proposed a scheme. Accordingly, three-tier machinery with joint 155 consultation at the Central, the Departmental and regional and local levels as supplementary to existing arrangements was ' proposed. The scheme covered all the civil employees of the Central Government including the P&T Department, Civil Aviation Department and the Ministry o Defence. The Scheme proposed an arbitration tribunal with a limited compulsory arbitration provision. The government during 1960-61 proposed to bring two bills before the Parliament to give statutory effect to the proposed J.C.M. and ban strikes by government employees. The employees' organisations protected against the proposals of the government and refused to give up right to strike and disassociate outsiders from their organisations. After discussions between the government and the employees organisations, the Government of India decided in 1963 to introduce a scheme for joint consultative machinery and compulsory arbitration. On many aspects of the scheme the employees organisations expressed doubts and opposed certain proposals of the government. The government wanted to bring all the employees (including inpustrial employees) under one umbrella. Therefore, there were discussions on many occasions at all levels for three years and all the doubts were clarified and there was a general consensus that a fair trial be given to the scheme. Thus, the Joint Consultative Machinery and Compulsory Arbitration Scheme for Central Government Employees was inaugurated on October 28,1966. The inauguration of the Scheme of J.C.M. was considered "opening of a new chapter" and hoped that the relationship of Governments with its employees would enter a new era of more fruitful cooperation. 2.6:

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360/416 **SUBMITTED TEXT** 96 WORDS **100%** **MATCHING TEXT** 96 WORDS

Despite the limitations of the scope and jurisdiction of the joint consultation and arbitration, the Government and Civil Service Unions realised the utility of the scheme over a period time. If the scope of the joint consultation is widened and full opportunities are provided for the staff to participate in administration it is easy to secure the cooperation of the staff and responsibility in personnel administration. Further, the official side has to change much of its bureaucratic attitude to the problems of the employees and towards the spirit of joint consultation and negotiation. 2.7:

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361/416 **SUBMITTED TEXT** 60 WORDS **93%** **MATCHING TEXT** 60 WORDS

Bhaskara Rao V. 1978. Employer-Employee Relations: A Critical Study of 156 Government of India and its Employees, Concept Publishing House. Delhi. Henry Parris, 1973. Staff Relations in the Civil Service - Fifty Years of Whitleyism, George Allen & Unwin Ltd.: London. Saxena Pradeep, 1987. Personnel Administration and Management, Printwell Publishers: Jaipur.

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362/416 **SUBMITTED TEXT** 38 WORDS **92%** **MATCHING TEXT** 38 WORDS

explain the fundamental and other rights guaranteed to the citizens and the public servants (b)discuss the restrictions imposed by the government in exercise of the rights by Public Servants (c)highlight the service rights of the government employees. (

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363/416 **SUBMITTED TEXT** 116 WORDS **93%** **MATCHING TEXT** 116 WORDS

rights and obligations towards their workers. 157 3.2: Introduction In regard to various rights of public servants, different countries have evolved different systems of rights over a period of time depending upon the genius of their peoples their historical background, the stage of their economic development and their political and administrative structure. The public servants are first citizens and then employees. But they have a special duty to maintain the structure of the states' Law and Order. There is a special status of double status applicable to the employees as citizens and as Public Servants. Their position is closely related to the conception of democratic government which expects

rights and impose obligations on the servants. In regard to various rights of public servants, different countries have evolved different systems of rights over a period of time depending upon the genius of their peoples. their historical background, the stage of their economic development and their political and administrative structure. The public servants are first citizens and then employees. But they have a special duty to maintain the structure of the states' Law and Order. There is a special status of double status applicable to the employees as citizens and as Public Servants. Their position is closely related to the conception of democratic government which expects

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364/416 **SUBMITTED TEXT** 45 WORDS **100%** **MATCHING TEXT** 45 WORDS

faithful service to all the people, without the thought of their own interests. There are also arguments that public employees must be granted the role of ,the normal citizen even though they are public employees and they cannot be treated as second class citizens.

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365/416 **SUBMITTED TEXT** 20 WORDS **100%** **MATCHING TEXT** 20 WORDS

The constitutions of different countries guarantee certain fundamental rights to all the citizens irrespective of birth, caste, creed, colour

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366/416 **SUBMITTED TEXT** 27 WORDS **100%** **MATCHING TEXT** 27 WORDS

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367/416	SUBMITTED TEXT	126 WORDS	89%	MATCHING TEXT	126 WORDS

Personal Rights Some of the personal rights are: 158 a) Right to life and liberty: The private life of an individual is considered a matter of his conscience, freedom of which is guaranteed by all the states. The Constitution of India (Article 21) provides protection of life and liberty to all persons. It includes also the freedom of movement. b) Equality before law and equal protection of law (Article 14): It means that the state cannot discriminate the citizens on grounds of religion, race, caste, sex, or place of birth. However, Article 15 provides protective discrimination and reservations for women, children, backward castes, scheduled castes and scheduled tribes as "Socially and Educationally Backward Classes of Citizens" in the matters of education and employment.

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368/416 **SUBMITTED TEXT** 510 WORDS **91%** **MATCHING TEXT** 510 WORDS

Right to freedom of Religion (Articles 25-28): Under this right, all persons have the freedom of coscience and the right to profess, practise and propagate religion under certain regulations. d) Right to private property: Under this right all the persons may acquire, hold and dispose property. e) Right to practise any profession or to carry out any occupation, trade or business.\ The Constitution guarantees all these rights to the citizens, but in regard to the public servants, the state regulates their personal conduct and private relationships which tend to affect their integrity, reputation, confidence and the dignity of the public office. Therefore, the governments through Civil Servants Conduct Rules and Codes prescribed and regulated the required behaviour from the public employees. The relationship between the government and the civil servants rests on contractual basis Any breach of the code, conduct rules and the contract leads to different types of punishment, dismissal from service. However, the imposition of these restrictions is not an abrogation of their fundamental rights or an invasion of fundamental rights 2. Civil Rights With regard to civil servants, civil life, the state regulates their conduct and private relationship in so far as they tend to affect their integrity and reputation. In view of this, certain restrictions are placed on an official's right to take part in private business. In most cases, it is positively forbidden for an official to have any business dealings in the fields with which helshe comes into contact in the ordinary course of him/her duties. The temptations which might arise could place an unreasonable - strain on one's integrity, particularly if his official duties require him to control certain branches of business. Therefore, certain restrictions, limitations are imposed by the Civil Service Regulations. Except with the previous permission of the government, no civil servant can engage in trade or business or in support of the business owned or managed by any members of the family. American government restricts the personal right of civil servants in the sense that they cannot coach anybody either individually or in group in order to prepare him/her for taking the competitive examinations for entry into government service. It is improper for any government servant to be associated with any such programme either by way of tuition or in any other manner. The government servants cannot accept the membership of such societies, institutions or clubs which oblige their members to go on strike in pursuance of their objectives. But with the framework of the rules the federal employees have the right to petition to the Congress either individually or

Right to freedom of Religion (Articles 25-28): Under this right, all persons have the freedom of conscience and the right to profess, practice and propagate religion under sure regulations. Right to private property: Under this right all the persons may acquire, hold and dispose property. Right to practice any profession or to carry out any occupation, trade or business. The Constitution guarantees all these rights to the citizens, but in regard to the public servants, the state regulates their personal conduct and private relationships which tend to affect their integrity, reputation, confidence and the dignity of the public office. So, the governments through Civil Servants Conduct Rules and Codes prescribed and regulated the required behaviour from the public employees. The relationship flanked by the government and the civil servants rests on contractual basis. Any breach of the code, conduct rules and the contract leads to dissimilar kinds of punishment, dismissal from service. Though, the imposition of these restrictions is not an abrogation of their fundamental rights or an invasion of fundamental rights. CIVIL RIGHTS Right to Private Trade and With regard to civil servants, civil life, the state regulates their conduct and private relationship in so far as they tend to affect their integrity and reputation. In view of this, sure restrictions are placed on an official"s right to take part in private business. In mainly cases, it is positively forbidden for an official to have any business dealings in the fields with which he/she comes into get in touch with in the ordinary course of his/her duties. The temptations which might arise could place an unreasonable strain on one"s integrity, particularly if his official duties require him to control sure branches of business. So, sure restrictions, limitations are imposed through the Civil Service Regulations. Except with the previous permission of the government, no civil servant can engage in trade or business or in support of the business owned or supervised through any members of the family. American government restricts the personal right of civil servants in the sense that they cannot coach anybody either individually or in group in order to prepare him/her for taking the competitive examinations for entry into government service. It is improper for any government servant to be associated with any such programme either through way of tuition or in any other manner. The government servants cannot accept the membership of such societies, institutions or clubs which oblige their members to go on strike in pursuance of their objectives. But with the framework of the rules the federal employees have the right to petition to the

collectively. In France the civil servants enjoy civic rights more than any other country. They may join any political party. They have the right to strike. These rights have wide and far-reaching consequences. The government servants in India, U.K. and U.S.A. do not have such rights. Right to Contract Freedom of contract is a fundamental right of the citizens. In view of the integrity and impartiality, for the civil service this right to contract is restricted.

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369/416 **SUBMITTED TEXT** 270 WORDS **98%** **MATCHING TEXT** 270 WORDS

Right to Vindication of his Acts or Character In parliamentary democracy where the civil servants are expected to be in the background and where they are supposed to be neutral, the minister holds responsibility for the commissions and omissions of the civil servants. As such, in India, the civil servants are precluded from taking recourse to a law court or to the 159 press for the vindication of any of their official acts which has been subject matter of adverse criticism or attach of defamatory character. However, in France, the civil servants have the right to file suits in the courts against such administrative decisions which have an adverse impact on the collective interests of the civil service and in the event of violation of rules and norms of personnel administration. The government employees are also required to so manage their personal affairs as to avoid habitual indebtedness of insolvency as it affects their own reputation as well as the government. Subscriptions and Gifts Civil servants are not allowed to ask for or accept any contributions or associating themselves with the raising of any fund in pursuance of any object. It was declared that in the interest of maintaining the efficiency and integrity of government employees, it is essential to prevent them from soliciting or receiving funds for any purpose unconnected with his office. Public employees also cannot accept any gifts. Even their family members are also not permitted to accept any such gifts. They have to report to the government when they accept any gifts and seek permission of the government to accept them. 3.

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370/416 **SUBMITTED TEXT** 47 WORDS **87%** **MATCHING TEXT** 47 WORDS

Political Rights The right of political activities of the public servants in a democratic government is determined by the constitutional theory of government. Political neutrality of civil servants has been regarded as one of the cardinal conditions for the success of a democratic government While the

Political Activity The right of political activities of the public servants in a democratic government is determined through the constitutional theory of government. Political neutrality of civil servants has been regarded as one of the cardinal circumstances for the success of a democratic government. The

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371/416 **SUBMITTED TEXT** 40 WORDS **100%** **MATCHING TEXT** 40 WORDS

concept of political neutrality has been kept intact, particularly of the higher civil service, a distinction has been drawn between national and local political activities. The civil servants has been classified into (a) the politically free group (b) the

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372/416 **SUBMITTED TEXT** 121 WORDS **100%** **MATCHING TEXT** 121 WORDS

political activity, subject to permission. In regard to local political activities, barring those civil servants who are required to obtain permission for participation, all others allowed to take part in those activities. A civil servant in the politically free group who is contesting for parliament is obliged to submit his resignation before nomination. He is entitled to be reinstated in the post whether he is elected to parliament or not. All staff in the intermediate and restricted groups who have not been given permission to engage in any of the political activities are expected at all times to maintain a reserve in political matters and not to put themselves forward prominently on one side or the other. 4.

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Trade Union Rights Right to Association The public servants in Australia and France enjoy the right to association with trade unions. In Canada, India, Germany and England certain restrictions are imposed upon public servants' right to association. In Germany its Civil Servants may join or form only those associations whose objectives are in keeping the objectives of existing constitutional order only. In Canada and England the public servants are not allowed to associate with outside unions. In India the right to association has been guaranteed to every citizen. Public Servants, therefore, are free to form associations or join associations already in existence, but the government would consult or negotiate with only those associations which have been recognised by it. In United States the public employees are legally free to form associations and unions and to associate themselves with outside associations or organisations. Right to Strike Whether the civil servant's right to strike is granted or not, this right is exercised widely in India, France, Canada, Australia, America and in England. In England the public servants are not denied the right to strike under the law. In France they have the right to strike. In Germany, however, public servants right to strike does not exist under the law. The penalties for violating the law include loss of one's job. In India all non-industrial public servants are denied the right to strike the law. The public employees in America do not have right to strike, under the provisions of the Act of 1947 strikes by the Government Servants 160 had been declared illegal. In all the countries, wherever the employees go on illegal strikes, penalties or punishments are awarded as per the disciplinary or Conduct Rules. 5. Service Rights Civil Service has a special relationship with its government when compared to the relationship between employer and employee in private employment. The civil service enjoys good prospects of public employment like the security of tenure, career, service facilities, superannuate benefits. On the other it maintains relations with the public in whom the state sovereignty lies. As such the civil service occupies a key position in the government. Therefore, the state provides certain service rights to the employees to enable them to discharge their rightful job in the right manner. Appointment Today, the public employer in democratic countries guarantees equal protection of the laws to all citizens seeming public employment. However, under the constitutional provisions or executive orders certain 'reservations' are made to the minorities and backward communities and socially weak. The judiciary has viewed such

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representative public services as desirable. However, the principle of equality of opportunity cannot be denied by the process of selection. But, discriminatory law in respect of residential\ qualifications, age, language, etc., may be enacted by the state. Thus, in India, reservations are provided in public employment rights. The state is empowered to require every able-bodied person within its jurisdiction to work for a reasonable period for "public purposes" such as Defence services, Home guards, social services etc. Public employees are expected to serve anywhere under any conditions prescribed by the government. Lie Tenure Public employment is more attractive dueto its life tenure and prestige attached to it. However, the sovereign employer enjoys the pleasure to terminate, dismiss the services of any employee, without assigning any reasons for such kind of action. The principle of 'during the pleasure of the government' has now been converted in practice into 'during the good behaviour'.

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Rules. Procedural safeguards in the event of removal or dismissal The constitution and the rules framed under the provisions of the constitution provides certain important procedural safeguards to prevent any injustice. Any punishment can be imported on the civil servant only according to prescribed procedure, which is laid down in India under Classification, Control and Appeal Rules (CCA Rules). As per the Rules no civil servant can be removed or dismissed by an authority subordinate to the one who appointed him. No one can be removed or dismissed until the civil servant has been given a reasonable opportunity of showing cause against the action proposed to be taken. Compulsory retirement before the age of superannuation is not considered removal or dismissal as there is no substantial loss of accrued service benefits like pension etc. 3.4:

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Although the service tenure of all government employees is at the pleasure of the government, normally, they hold office during the good behaviour and their terms of service are regulated by Executive Rules and Administrative orders. Such of the Rules and Orders are issued subject to the provisions of the constitution. Sometimes the government is required to consult the public service commission for their opinion. Therefore, the governments cannot make rules and change rules without constitutional authority, 161 The government is further required to place these rules and regulations on the Table of the Legislature for their approval. Thus, the civil servants enjoy privileges and rights guaranteed by the constitution. The civil servants are not at the mercy of the executive government without changing the existing rules.

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servants have to seek prior permission of the competent authorities for publishing a book or article or for speaking to general audiences. However, Australia takes a somewhat more lenient attitude towards the violation of these norms by its civil servants than Canada, India or England. in the United States of America the Hatch Act of 1939 allowed its federal employees to express their views on political subjects, rather than only to express them privately. However, at the same time, it proclaimed that the Act was intended to prohibit the same activities that the Civil Service Commission considered legitimate under 1907 Regulations, which allowed only private expression. The second Hatch Act of 1940 extended these regulations to positions in state employment and allowed public employees to express their opinion on 'candidates' as well as on political subjects. A French official outside his office can criticise the government and express views contrary to the general policy of government. But he cannot express personal criticism directed towards the work of the particular service to which he belongs. Similarly in Germany, outside the service a public servant can express his personal opinions on political questions also. He cannot adopt a standpoint which is in opposition to the government. But he must have a certain regard for his position. The law of 1953 obliges him to exercise that moderation and discretion with regard to political activities which ificrimbent upon him in his position as servant of the community. In India, the Civil Servants cannot express against any policy or action of the government. They cannot also express on any matter pertaining to politics of parties and matters of public controversy. 162 Criticism of Government Policy According to the Civil Service (Conduct) Rules in India, government servants are not permitted to communicate anything to the press, make any public utterance, make any statement of fact or opinion which has the effect of an adverse criticism of any policy of the government or which leads to embarrassing relations between the internalgovernmental agencies and the governments of foreign states. The employees are also forbidden from giving any evidence without prior permission to any inquiry which is not duly authorised. The purpose of this restriction is to maintain the political neutrality of the civil services and to keep them away from public controversies and to enable the civil servants to serve the government of the day with all the loyalty. In Britain, the civil servants have freedom to express their opinions on non-political matters of public importance provided they do not direct their activities towards any party politics. In

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U.S.A. the government may restrict the exercise by itsemployees of their right to criticise government policy. The employees may be disciplined: a) if their criticism is false and is made with actual malice, b) if criticism involves disclosure of\ information which is confidential, c) if the criticism is made outside the channels prescribed by, or is in violation of a statute, Executive order or regulation, and d) if the criticism adversely affects job performances, discipline, work relationships or the goals of the organisation. Speech and Expression on Political Matters In India the civil servants are prohibited from participating in any political activity and movement. They cannot make any public expression of their views other than those of purely literary, scientific or artistic nature. They are restricted from participating in any way in the editing, managing any publication. Thus, they are completely deprived of the freedom of press. In Britain, the civil servants those who involve in the formulation and execution of public policy (executive group) have no freedom of expression on political matters. However, the Minor and Manipulative Groups, whose duties are of only routine character have freedom to political expression as well as activity. 3.6:

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understand the importance of human factor in an organisation, which will have a significant impact upon over all organisational out-put (b)outline the findings of the psychologists and behaviouralists from the viewpoint of human relations (c)realise that motivation and morale are caused by management policies and practices (d)explain the meaning of motivation and morale along with the factors effecting them know about the different types of motivation and morale causing the organisational efficiency (e)analyse some important measures in building morale, through workable motivational methods. 4.2: Introduction

understand the importance of human factor in an organisation, which will have a significant impact upon over all organisational out-put outline the findings of the psychologists and behaviouralists from the viewpoint of human relations realise that motivation and morale are caused by management policies and practices explain the meaning of motivation and morale along with the factors effecting them know about the different types of motivation and morale causing the organisational efficiency and analyse some important measures in build~ng morale, through workable motivational methods. 25.1 INTRODUCTION

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organisation. They necessarily sacrifice their own independence on various types of group and associational membership. Their voluntary behaviour needs to be changed into required behaviour in the general interest of the organisation. Under the influence of the required behaviour, the individual assumes the responsibilities and expresses loyalties and commitments towards the organisation as a whole. There are different methods, to turn the voluntary behaviour into a required behaviour. Perhaps no area of personnel administration has been more debated than human motivation due to the development of the scientific knowledge about human behaviour. The movement of behavioural revolution contributed much for better understanding of human behaviour. During early era of personnel administration as being different from the efficiency experts, they approached the problem of increasing efficiency as a human relation problem rather than as a mechanical one. Hence the felines and behaviour of employees are considered in personnel system. Normally, the driving force, so pervasive in history and so common among all races and seems to be composed both of an inner need to achieve and a response to external challenges. It is felt that what an individual believes about himself has a profound effect on how he behaves.

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understand any individual we need to know what he thinks, what values he holds, what his goals are, as well as how his basic biological and social needs are met and what abilities he has. Therefore, drive and motivation is of utmost importance as it constitutes the base for the administrative function of planning and organising. The personnel department of an organisation must devote considerable time and efforts in for and achieving high level of morale. Because it is the only solution for the problems arising like employees feeling alienated and organisational goals, underutilisation of their potential skills and capabilities to achieve optimisation and feeling of frustration while discharging their duties. Hence motivation should be the continuous process for effective functioning of the organisation 165 4.3:

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of Motivation The term motivation is derived from the Latin word 'emovere' which means 'to move'. Motivation is the complex of psychological forces. Motivation is something that moves person into action and inspires him to continue in the course of action already initiated. There are different definitions of motivation. Stanlay Vanace opines that 'motivation implies any motion or desire which so conditioned one's will that the individual is propelled into action'. Dale and Beach felt motivation as 'a willingness to expend energy to achieve a goal or reward'. Shartte understood motivation as 'a reported urge or tension to move in a given direction or to achieve certain goals'. According to the above definitions motivation is considered as the art of stimulating people to take desired course of action. It involves arousing needs and desires by impelling individuals towards purposive behaviour. A motive is a need or desire which directs the behaviour. It reflects an urge to move in an expected manner to achieve a specified goal. It results when the needs of an employee are satisfied through proper incentives and rewards. Human behaviour is the result of their desires, needs and wants and motivation involves creation of a will to work for accomplishment of institutional goals. Without needs there can be no motivation and one of the biggest problems in motivating the employees is that one does not have the same needs. Moreover motivation is influenced by a number of factors both inside and outside the organisation. Motivation requires the identification of personal goals with institutional goals.

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Skinner motivation objectively exists to make an individual being learn what may regarded as positive behaviour i.e. desirable behaviour. Abraham Maslow observes that the objective of motivation is always to create a need for an individual. It is just like the process of lower needs being satisfied and the higher needs gradually emerging (Hierarchy or Needs). Frederick Herzberg felt that the important objective of motivation is to provide opportunities to become a better expert on one's job, to handle more demanding assignments, to control one's own work rather than be supervised. Mclelland opined that the objective of motivation is to create a strong desire in an individual, where he derives a special kind of joy in successfully attaining an objective in accomplishing a task. in facing up to a challenge rather than monetary or other rewards. Victor Wroom thinks that motivation should work as a means of communication for increasing positive values in the employees. Obviously the objectives of motivation are to increase efficiency by good performance. Motives are abundant and divergent. There is no single strategy that will motivate the employees forever and everywhere. The motives for individuals

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are numerous There are basically two types of motivation: a) Negative motivation, and b) Positive motivation. Negative Motivation The traditional form of motivation emphasises more on authority. This approach consists of forcing people to work by threatening to fire them if they do not. It believes that man is inherently lazy, pleasure seeking,\ despises work. To prevent him from doing so, there must be close supervision. This approach further assumes that employees' performance would be increased by fear, which causes the people to act in a certain way. Because they are afraid of the consequences like, lay-off, demotions, and dismissals. This approach paid off fairly well in the early days of the industrial revolution when workers and their families were so close to starvation. Imposition of punishment frequently results in frustration among those punished, leading to the development of maladaptive behaviour. The negative motivation also creates a hostile state of mind and unfavourable attitude to the job. The approach of negative motivation had proved to be ineffective as the employees were responding to them perversely. In recent years, however, people have begun to expect more from their jobs than sheer punishment. 166 Positive Motivation The behavioural approach is much sophisticated than traditional approach which recognises the importance of positive aspects of motivation. Positive motivation involves the possibility of increased motive satisfaction. Positive motivation is a process of attempting to influence others to do their best, and thereby adopting good human relations. It seeks to create an environment which will make the individual talent flourish and encourages informal communications positively. Positive motivation is generally based on rewards. The positive motivation may be extrinsic or intrinsic. The extrinsic motivators can be enjoyed after completion of work. The intrinsic factors are those which occur at the time of performance of work. Since positive motivation appears to be more workable, now let us discuss the role of some positive motivators, which promote efficiency. 4.4:

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388/416 **SUBMITTED TEXT** 146 WORDS **99%** **MATCHING TEXT** 146 WORDS

attain these high standards of morale it is essential to enlist the feelings of employees and their abilities in the work. 'Morale' is an attitude of satisfaction with desire to continue in and willingness to strive for the goals of a particular organisation. There are two important elements. Firstly, that the individual shares the purpose which gives him enthusiasm, energy and self-discipline. Secondly, the responsibility of the authorities to infuse the feeling of togetherness, a sense of identification and his consideration for other members of the institution. Further, morale is viewed as 'the capacity of a group to pull together persistently and ' consistently in pursuit of common purpose'. This capacity is subjective and differs from person to person depending upon the people's interest in a particular work. This capacity is inherent in every individual and is seen in their attitudes towards particular work.

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389/416 SUBMITTED TEXT	269 WORDS	98% MATCHING TEXT	269 WORDS

There appear to be two groups of morale i.e., a) Individual and b) Group morale Individual Morale The components of morale are still rather elusive, despite growing agreement upon several generalisations. One of these generalisations is that the group climate must provide opportunity for individual self-expression or self-accommodation by the members of the group. Another is that the occupational context must furnish outlets for the individuals pride in his own workmanship. Still another and more important is that members of the group must find it easy to accept the purposes and values of the group as their own so that they have a sense of belonging to the group or identity with it. All these may be described as individualistic bases of morale. Group Morale Hawthorne studies pointed out, pride in group is an important component of morale. Employees like to belong to be part of and be accepted by the group even where and employee dislikes the actual work itself. He may have high morale, stemming from his pleasure of group with his group work. Where there is a well integrated group, there would be high group morale, as well as individual morale. Since good supervision correlated.with good group morale, special attention should be paid to the training programme of supervisory staff. Whether it is group or individual morale, it must be evaluated from time to time in the interest of the organisation. There are four factors which effect the morale of the employees in an organisation. They are as follows: i) The organisation itself(ii) Nature of work of employee(iii) Supervisory techniques(iv) Fellow employees

There appear to be two groups of morale i.e., a) Individual and b) Group morale Individual Morale The components of morale are still rather elusive, despite growing agreement upon several generalisations. One of these generalisations is that the group climate must provide opportunity for individual self-expression or self-accommodation by the members of the group. Another is that the occupational context must furnish outlets for the individuals pride in his own workmanship. Still another and more important is that members of the group must find it easy to accept the purposes and values of the group as their own so that they have a sense of belonging to the group or identity with it. All these may be described as individualistic bases of morale. Group Morale Hawthorne studies pointed out, pride in group is an important component of morale. Employees like to belong to be part of and be accepted by the group even where and employee dislikes the actual work itself. H e may have high morale, stemming from his pleasure of group with his group work. Where there is a well integrated group, there would be high group morale, as well as individual morale. Since good supervision correlated.with good group morale, special attention should be paid to the training programme of supervisory staff. Whether it is group or individual morale, it must be evaluated from time to time in the interest of the organisation. 25.8 FACTORS EFFECTING MORALE There are four factors which effect the morale of the employees in an organisation. They are as follows: i) The organisation itself ii) Nature of work of employee iii) Supervisory techniques iv) Fellow employees

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390/416 **SUBMITTED TEXT** 442 WORDS **98%** **MATCHING TEXT** 442 WORDS

Whether of an individual or a group, the level of morale must be observed and expressed largely in terms of complex reactions. Most employers who are concerned with employee morale 167 recognise the necessity for careful analysis of all expressions of employee reactions. There are several methods of survey of morale. Some of the methods are as under: Attitude Survey These surveys depend upon questionnaires, which are administered orally or in writing from any employees. By answering these questionnaires, employees indicate their attitude towards a wide range of conditions related to their work. Analysis of their replies provides a guide to general levels of morale as well as more specific indications of their likes and dislikes in the prevailing employment situation. Morale Interviews By frequent and periodic interviews with employees their morale can be assessed. In these visits, the interviewer encourages the employeeto speak freely and frankly in respect of his job, his supervisors, his fellow employees, and any other conditions affecting his employment without any fear or hazard to his status in the organisation. Spies and Informers In earlier times the employers are used to hire spies and placed them in various departments for the specific purpose of finding out what employees thought of their jobs and of working conditions in the organisation. After formation of employees unions and associations this practice was almost given up and it became outdated. Morale survey methods are varied from one organisation to another. However, it all depends upon the nature of the work of employee, organisation, authorities' outlook, and size of the organisation etc. Indices of Morale, as it is an attendant condition of an activity rather than an activity itself, can be measured only indirectly. The following are some of the indices of employee's morale. a) Absenteeism: Where there is high morale, employees make efforts to be on time and avoid absence. A high rate of absenteeism indicates poor morale. b) Turnover: Sometimes greater turnover of labour may be included in the indices of poor morale. It may not be true in all cases. Young employees in unskilled jobs have higher turnover rate than older employees in higher positions. c) Grievances: Some grievances may arise out of poor morale. d) Output Level: High level of output may indicate high level of morale but the output may be increased even by fear. The employees with higher level of morale may produce low output due to substandard tools or deliberate plan to restrict output. These may not be the proper measuring rods of morale. But the level of output will also exhibit the level of morale. 4.5: Measures

Whether of an individual or a group, the level of morale must be observed and expressed largely in terms of complex reactions. Most employers who are concerned with employee morale recognise the necessity for careful analysis of all expressions of employee reactions. There are several methods of survey of morale. Some of the methods are as under: Attitude Survey These surveys depend upon questionnaires, which are administered orally or in writing their from any employees. By answering these questionnaires, employees ~ ndicate attitude towards a wide range of conditions related to their work. Analysis of their replies provides a guide to general levels of morale as well as more specific indications of their likes and dislikes in the prevailing employment situation. Morale Interviews By frequent and periodic interviews with employees their morale can be assessed. In these visits, the interviewer encourages the employeeto speak freely and frankly in respect of his job, his supervisors, his fellow employees, and any other conditions affecting his employment without any fear or hazard to his status in the organisation. Spies and Informers In earlier times the employers are used to hire spies and placed them in various departments for the specific purpose of finding out what employees thought of their jobs and of working conditions in the organlsation. After formation of employees unions and associations this practrce was almost given up and it became outdated. Morale survey methods are varied from one organisation to another. However, it all depends upon the nature of the work of employee, organisation, authorities' outlook, and size of the organisation etc. Indices of Morale Morale, as it is an attendant condition of an activity rather than an activity itself, can be measured only indirectly. The following are some of the indices of employee's morale. a) Absenteeism: Where there is high morale, employees make efforts to be on time and avoid absence. A high rate of absenteeism indicates poor morale. ~mpl~ytr-~mplop Relations b) Turnover: Sometimes greater turnover of labour may be included in the indices of poor morale. It may not be true in all cases. Young employees in unskilled jobs have higher turnover rate than older employees in higher positions. c) Grievances: Some grievances may arise out of poor morale. d) Output Level: High level of output may indicate high level of morale but the output may be increased even by fear. The employees with higher level of morale may produce low output due to substandard tools or deliberate plan to restrict output. These may not be the proper measuring rods of morale. But the level of

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391/416 **SUBMITTED TEXT** 68 WORDS **100%** **MATCHING TEXT** 68 WORDS

Congenial work environment. Motivation is some form of exchange between the individual and his work environment. The congenial work environment gives to the individual sets of preference or values which constitute the goals towards which the instinctual drives are expressed. Further, the work environment is the source of norms of behaviour which draws the lines between good and bad, right and wrong, legitimate and illegitimate.	Congenial Work Environment Motivation is some form of exchange between the individpal and his work environment. The congenial work environment gives to the individual sets of preference or values which constitute the goals towards which the instinctual drives are expressed. Further, the work environment is the source of norms of behaviour which draws the lines between good and bad, right and wrong, legitimate and illegitimate.

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392/416 **SUBMITTED TEXT** 149 WORDS **89%** **MATCHING TEXT** 149 WORDS

Morale is not static. It is subject to daily, or even to monetary fluctuations. It is also subject to long-term secular trends. It is useful to think of long-term morale trends as responses to pressures and supports. Usually policy on morale seeks to develop and maintain high levels of morale among employees through appropriate means. The following measures are suggested for morale building: 168 Job Satisfaction: The personnel policy should make jobs as interesting and satisfying as possible; it tends to encourage a favourable and enthusiastic group action. Job Training: Job training, orientation, education, apprentice training and a broad variety of general educational efforts will help in building up employees' morale. Recognition of Aspirations: Recognition of individual aspirations and goals, and definite provision of means by which such goals can be achieved will go a long way in boosting morale. Unrest: A careful	Morale is not static. It is subject to daily, or even to monetary fluctuations. It is also subject to long-term secular trends. It is useful to think of long-term morale trends as responses to pressures and supports. Usually policy on morale seeks to develop and maintain high stages of morale in the middle of employees through appropriate means. The following measures are suggested for morale Job Satisfaction: The personnel policy should create jobs as motivating and satisfying as possible; it tends to encourage a favorable and enthusiastic group action. Job Training: Job training, orientation, education, apprentice training and a broad diversity of general educational efforts will help in structure up employees" morale. Recognition of Aspirations: Recognition of individual aspirations and goals, and definite provision of means through which such goals can be achieved will go a long way in boosting morale. Unrest: A careful

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393/416 **SUBMITTED TEXT** 93 WORDS **84%** **MATCHING TEXT** 93 WORDS

made on various indices of employees unrest, with the ultimate objective of constructive guidance and action. Counselling Interviews: Counselling Interviews help to discover the feelings of employees. Opportunities: promising opportunities like good promotional avenues, good working conditions, satisfactory remuneration and other benefits for personal development. Relations: The supervisory staff should ensure, human relations, informal relations, fact finding and adopt participative and employee orientated attitude. Facilities: Apart from the above measures, the facilities lik'e, transport, housing, health, family welfare, children's education, and other recreational facilities would also help in building up

made on several indices of employee"s unrest, with the ultimate objective of constructive guidance and action. Counseling Interviews: Counseling Interviews help to discover the feelings of employees. Opportunities: Promising opportunities like good promotional avenues, good working circumstances, satisfactory remuneration and other benefits for personal development. Relations: The supervisory staff should ensure, human relations, informal relations, fact finding and adopt participative and employee orientated attitude. Facilities: Separately from the above measures, the facilities like, transport, housing, health, family welfare, children"s education, and other recreational facilities would also help in structure up

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394/416 **SUBMITTED TEXT** 40 WORDS **83%** **MATCHING TEXT** 40 WORDS

Motivation and morale are the two sides of a coin. In fact, the level of performance of an individual is a function of both motivation and morale, the former determines what\ one will do while the latter determines what

Motivation and morale are the two sides of a coin. In fact, the level of performance of an individu'dl is a function of both motivation'and morale, the former determines what o n e will d o while the latter determines what

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395/416 **SUBMITTED TEXT** 63 WORDS **100%** **MATCHING TEXT** 63 WORDS

can do. Morale is an outcome of motivation. Motivation is an internal mechanism, which results in one's willingness to devote time and energy to the needs of an organisation. Many behaviouralists like Maslow and Herberg have examined the problem of motivation, and they have observed that the ultimate objective of motivation is to work for betterment of organisation and individual as well.

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396/416 **SUBMITTED TEXT** 68 WORDS **100%** **MATCHING TEXT** 68 WORDS

the management, it is unavoidable to a considerable attention towards maintenance of high level of morale among their employees. Factors influencing morale are various. The problem of an organisation will become the base for selection of the factors that motivate employees to work with morale. Fluctuation in levels of employees morale is not unusual. However, the type of motivation will be the responsible factor for such changes.

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397/416 **SUBMITTED TEXT** 28 WORDS **100%** **MATCHING TEXT** 28 WORDS

primary responsibility of all personnel managers is to see that the desired level of morale is maintained among their employees by periodical check up. 4.7:

primary responsibility of all personnel managers is to see that the desired level of morale is maintained among their employees by periodical check up. !

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398/416 **SUBMITTED TEXT** 35 WORDS **100%** **MATCHING TEXT** 35 WORDS

Pigors Paul & Charless, A Myer, 1973. Personnel Administration: A. Point of View & a Method, McGraw Hill: New York. Strauss & Sayless, 1960. Personnel: The Human Problems of Management, Princeton Hall : England

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399/416 **SUBMITTED TEXT** 15 WORDS **100%** **MATCHING TEXT** 15 WORDS

Dale Yoder, 1959. Personnel: Principles and Policies, Prentice Hall : England Dubin, 1970. Human

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400/416 **SUBMITTED TEXT** 50 WORDS **100%** **MATCHING TEXT** 50 WORDS

in Administration. Prentice Hall of India : New Delhi Glenn, 0 Stahl, 1971. Public Personnel Administration. Harper and Row Publishers; New York

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401/416	SUBMITTED TEXT	29 WORDS	90%	MATCHING TEXT	29 WORDS

discuss the essentials to ensure the practice of administrative ethics; (b)describe the causes for decline of integrity in civil services; (c)discuss the legal framework to check corruption; and (

discuss the essentials to ensure the practice of administrative ethics; describe the causes for decline of integrity in civil services; discuss the legal framework to check corruption; and

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402/416	SUBMITTED TEXT	232 WORDS	98%	MATCHING TEXT	232 WORDS

There is a need to develop both human and modern technology to improve efficiency. However, priority should be given to human development. These are two aspects to development technical and human. Organisations had usually been more sensitive to possibilities offered to them by the achivements of modern technology than to the refinements of human behaviour as revealed by the sciences of sociology and psychology. On the other hand, lessons drawn from experience showed that technical innovations deriving from the engineering sciences encountered considerable resistance unless supported by corresponding changes in human attitudes and behaviour. In an era of rapid change, the improvement of management in its human aspect had become a critical issue. It is important to make full use of the findings of social sciences which endeavoured to be instrumental in giving guidance in the behaviour of individuals and groups in varying circumstances. Organisations, should, therefore, be conceived as complex socio-technical systems whose management requires both technical skills and insight into the motives of human behaviour. It is widely agreed that manipulation and lack of ethics produce strong negative side effects and reduce organisational effectiveness. With this important value commitment, the organisations may shift their styles and climate from direction, control and surveillance to providing help, support and instruction. Mutuality and collaboration between the leaders and the led, self-control and mutual support an essential for creating an organic organisation. The

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403/416 **SUBMITTED TEXT** 122 WORDS **93%** **MATCHING TEXT** 122 WORDS

Deviation from normal standards of lack of integrity takes various shapes in the form of corruption, patronage (based on communalism, sectarianism, nepotism and favouritism) and undue influence. Bribery, nepotism, misuse of power or influence, black marketing and similar other practices are not all that is meant by corruption. In fact, anyone wasting public money, lacks integrity. In general terms, corruption may be defined as the deliberate and intentional/exploitation of one's position, status or ,resources directly or indirectly, for personal aggrandisement whether it be in terms of material gain or enhancement of power, prestige or influence beyond what is legitimate or sanctioned by commonly accepted norms to the detriment of the interests of other persons or the community as a whole.

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404/416 **SUBMITTED TEXT** 107 WORDS **94%** **MATCHING TEXT** 107 WORDS

There are various causes of corruption which result in lack of integrity. These can be discussed under the following headings. 173 i) Historical Causes - In India, corruption has its roots in the colonial rule of the past. British administration was not interested in the overall development of the country. Handsomely, lower posts were offered to Indians. Salaries to these posts were very low. So they indulged' in corrupt practices. After World War II, scarcities led to many types of controls. It gave added opportunities to these low paid employees to resort to corrupt practices. Then it became habitual. It was during World War

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405/416 **SUBMITTED TEXT** 188 WORDS **98%** **MATCHING TEXT** 188 WORDS

that corruption reached the highest mark in India. The climate for integrity which had been rendered unhealthy by wartime controls and scarcities was further aggravated by the post-war flush of money and the consequent inflation. ii) Environmental Causes - The second important cause of corruption in public service is 'fast urbanisation and industrialisation where material possessions, position and economic power determine the status and prestige of a in the society. Since salaries are low and inflation is unabated, poor civil servants fall easy prey to corrupt practices in order to maintain status in the society. iii) Economic Causes - Inadequate remuneration of salary scales and rising cost of living is probably one of the important causes of corruption. In recent years, the fast rising cost of living has brought down the real income of various sections of the community, particularly the salaried classes. The urge to appear prestigious by material possessions has encouraged those who had the opportunities to succumb to temptations. iv) Lack of Strong Public Opinion Against the Evil of Corruption - People do not report to government against corrupt officials. Instead they offer bribes

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406/416 **SUBMITTED TEXT** 178 WORDS **93%** **MATCHING TEXT** 178 WORDS

Complicated and Cumbersome Procedures and Working of Government Offices - It is alleged that the working of certain government departments, e.g., the Customs and Central Excise, Imports and Exports, Railways, Supplies and Disposals, Police,\ Income Tax., etc, is complicated, cumbersome and dilatory. This has encouraged the growth of dishonest practices like the system of 'speedy money'. vi) Inadequate Laws to Deal with Corruption - Indian Penal Code and other laws which deal with corruption cases are outmoded and provide insufficient penalties. It takes too much time to get a corrupt officials punished under the laws. Summary trials and stricter punishments should be awarded to end corruption. Therefore the laws will have to be changed.accordingly. vii) Undue Protection Given to the Public Services in India - Article 31 1 of the Indian Constitution which provides protection to civil servants, as interpreted by our courts, made it difficult to deal effectively with corrupt public servants. Reluctance of higher officials to take disciplinary action against corrupt officials due to their collusion with them has further aggravated the situation.

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407/416 **SUBMITTED TEXT** 31 WORDS **94%** **MATCHING TEXT** 31 WORDS

Individual Interests - Big businessmen, dishonest merchants, suppliers and contractors, bribe the civil servants in order to get undue favours from them. Sometimes they share a portion of their

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408/416 **SUBMITTED TEXT** 44 WORDS **96%** **MATCHING TEXT** 44 WORDS

Pressure Groups -Pressure Groups like Indian Chamber of Commerce, 'Trade Associations, State Chambers of Commerce, are said to help in breeding corruption through their activities of getting favours for their communities. They influence ruling elite through dinners, parties, luncheons. etc. 5.5:

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409/416 **SUBMITTED TEXT** 43 WORDS **100%** **MATCHING TEXT** 43 WORDS

Santhanam Committee on Prevention of Corruption- The Santhanam Committee, which was appointed in June-1962 to review existing instruments for combating corruption and to advise on practical measures to make anti-corruption measures more effective, submitted its report in March 1964.

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410/416 **SUBMITTED TEXT** 85 WORDS **100%** **MATCHING TEXT** 85 WORDS

Central Vigilance Commission (C.V.C.) -The Central Vigilance Commission has jurisdiction and powers in respect of matters to which the executive powers of the Central Government extend. Its jurisdiction 174 thus, extends to all employees of the Central Government and the employees in public undertakings, corporate bodies and other organisations dealing with any matter falling within the executive powers of the Central Government. Also, the Delhi Metropolitan Council and the New Delhi Municipal Committee fall within the purview of the commission.

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411/416 **SUBMITTED TEXT** 113 WORDS **100%** **MATCHING TEXT** 113 WORDS

State Vigilance Commission- The Santhanam Committee on prevention of corruption made detailed recommendations in 1964 for strengthening of the Vigilance Organisption in each Ministry/ Department to make it more effective. While the primary responsibility for the maintenance of purity, integrity and efficiency in each organisation continues to vest in the Secretary of the Ministry or the Head of the Department, an officer in each Ministry/ Department has been designated as Chief Vigilance Officer and entrusted with vigilance work. While acting as Special Assistant to the Secretary or ,the Head of the Department in all matters pertaining to vigilance, he provides a link between the Central Vigilance Commission and the Ministries/ Departments.

State Vigilance Commission The Santhanam Committee on prelention of corruption made detailed recommendations in 1964 for strengthening of the Vigilance Organisption in each Ministry/ Department to make it more effective. While the primary responsibility for the maintenance of purity, integrity and efficiency in each organisation continues to vest in the Secretary of the Ministry or the Head of the Department, an officer in each Ministry/ Department has been designated as Chief Vigilance Officer and entrusted with vigilance work. While acting as Special Assistant to the Secretary or ,the Head of the Department in all matters pertaining to vigilance, he provides a link between the Central Vigilance Commission and the Ministries/ Departments.

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Central Bureau of Investigation- Apart from vigilance organisation id every ministry and department, the centralised agency for anti-corruption work viz. the Central Bureau of Investigation, which functions administratively under the Department of Personnel and Administrative Reforms. The latter formulates all policy matters pertaining to vigilance and discipline among public servants. It also coordinates the activities of various heads of departments and functions as the nodal authority in the matter of

Central Bureau of Investigation Apart from vigilance organisation id every ministry and department, the centralised agency for anti-corruption work viz. the Central Bureau of Investigation, which functions administratively under the Department of Personnel and Administrative Reforms. The latter formulates all policy matters pertaining to vigilance and ' discipline among public servants. It also coordinates the activities of various heads of departments and fu~~ctions the nodal authority in the matter of

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Institutions of Lok Pa1 and Lok Ayukta- The 'Administrative Reform Commission, recommended in 1966 to the Central Government, the setting up of the Institutions of Lok Pal and Lok Ayukta which are analogous to the parliamentary commissioner in England and New Zealand, for redress of public grievances.

Institutions of Lok Pa1 and Lok Ayukta The 'Administrative R e o r k Commission, recommeded in 1966 to the Central Government, the setting up of the Institutions of Lok Pal and Lok Ayukta which are analogous to the parliamentary commissioner in England and Newzealand, for redress of public grievances.

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Some suggestions may be given to improve integrity in the civil services. i) Maintain Conditions of Service Attractive - Government officials, particularly at lower level, are forced by poverty to regard office holding as a source of income which they would seek to maximise. Public services are rendered in exchange for extra money, services, which tend to be bad and slow if no bribe is given. Raising of pay, consequently, is a basic means to wipe out the widespread bribery in the civil services. It is good that Government has set up the Fourth National Pay Commission to look into the salary structure of federal employees. ii) Simplification of Working of Government Machinery- The root cause to proliferation of corruption seems to be the complicated procedures of Government offices. These procedures need to be evaluated and simplified. . Delays must be prevented and officials made fully responsive to the needs of all the people. ill) Public opinion creation against corruption- Corruption will flourish till the general mass of people resist it with determination and strength. Most of all, the elimination of corruption requires a widespread and steadfast opposition to it, coupled with'the courage to act against it. There can be no doubt that the people of India can get rid of corruption. iv) High Standard of Service Practice by High Official- High Officials having considerable discretionary powers must be thoroughly disciplined to refuse gifts, invitations and other favours. In this context, it is pertinent to note the efforts made by the government to carry the quest for integrity at the divisional and district levels. At the divisional level, there is a Divisional Vigilance Board which consists of the Divisional Committees, Deputy Inspector General of Police and a Divisional Vigilance Commissioner. At the district level, there is a District Vigilance Officer who is appointed by the District 175 Collector, Deputy Commissioner from among his/ her gazetted assistants in consultation with the Divisional Vigilance Board. There has, thus, emerged a web of vigilance agencies in the country. TO streamline this quest for integrity, the Vigilance Commissioners of all States hold an annual conference which is presided over by the Chief Vigilance Commissioner. This annual gathering serves useful purpose, it provides a forum for the discussion of mutual problems and exchange of experiences, and gives publicity to vigilance reports of the Government at both the Central and State levels, thus inspiring people's confidence in the Government's sincerity of purposes. However, this does not imply that corruption in public administration has been eliminated or is under control.

Far from it, corruption has entered every nook and corner of India's public life, and the country's public administration is ridden with it. This has happened largely because there is no political will to remove it. 5.6:

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It is the fundamental responsibility of the management to spell out clearly as to how the ever increasing size of the Government and rising expectations of the people call for high ethical and professional standards on the part of government employees. Accordingly, the public officials are expected to furnish examples of incorrupt behaviour as their actions have a direct impact on the character of the community. The tools and techniques adopted by the Government of India and the State Governments in this challenging task have been highlighted.

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PREFACE In a bid to standardize higher education in the country, the University Grants Commission (UGC) has introduced Choice Based Credit System (CBCS) based on five types of courses viz. core, discipline specific, generic elective, ability and skill enhancement for graduate students of all programmes at Honours level. This brings in the semester pattern, which finds efficacy in sync with credit system, credit transfer, comprehensive continuous assessments and a graded pattern of evaluation. The objective is to offer learners ample flexibility to choose from a wide gamut of courses, as also to provide them lateral mobility between various educational institutions in the country where they can carry their acquired credits. I am happy to note that the University has been recently accredited by National Assessment and Accreditation Council of India (NAAC) with grade "A". UGC (Open and Distance Learning Programmes and Online Programmes) Regulations, 2020 have mandated compliance with CBCS for UG programmes for all the HEIs in this mode. Welcoming this paradigm shift in higher education, Netaji Subhas Open University (NSOU) has resolved to adopt CBCS from the academic session 2021- 22 at the Under Graduate Degree Programme level. The present syllabus, framed in the spirit of syllabi recommended by UGC, lays due stress on all aspects envisaged in the curricular framework of the apex body on higher education. It will be imparted to learners over the six semesters of the Programme. Self Learning Materials (SLMs) are the mainstay of Student Support Services (SSS) of an Open University. From a logistic point of view, NSOU has embarked upon CBCS presently with SLMs in English / Bengali. Eventually, the English version SLMs will be translated into Bengali too, for the benefit of learners. As always, all of our teaching faculties contributed in this process. In addition to this we have also requisitioned the services of best academics in each domain in preparation of the new SLMs. I am sure they will be of commendable academic support. We look forward to proactive feedback from all stakeholders who will participate in the teaching-learning based on these study materials. It has been a very challenging task well executed, and I congratulate all concerned in the preparation of these SLMs. I wish the venture a grand success. Professor (Dr.) Ranjan Chakrabarti Vice-Chancellor

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1 BLOCK I INTRODUCTION UNIT 1 NATURE AND SCOPE OF FINANCIAL ADMINISTRATION STRUCTURE 1.1.Learning Objectives 1.2.Introduction 1.3.Nature of financial administration 1.3.1 Traditional view 1.3.2 Modern view 1.4. Scope of financial administration 1.5.Indian financial administration 1.6.Conclusion 1.7.Summary 1.8.Key words 1.9.Model questions 1.10. References 1.1

LEARNING

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OBJECTIVES After going through this unit, you will be able to- • Understand the meaning and nature of financial administration • Discuss in detail the role of the Executive and the Legislature in financial administration • Explain the significance of financial administration • Understand the financial administration

in India along with its various functionaries. • Learn about the financial institutions and their role in driving the Indian economy forward. 1.2 INTRODUCTION

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The term financial administration refers to certain rules and methods relating to revenue and expenditure

be it any institution especially of meta nature.

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Financial administration is the crucial 2 aspect of public administration because the running or management of administration is impossible without money or finance and for that reason financial administration occupies the centre of public administration. The task of public administration or government is to levy taxes and this job is uniquely performed by the legislature. But the executive organ cannot levy taxes beyond what is needed

to keep the economy running and maintaining economic stability.

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Again, the executive will have to give explanation to the legislature for the money it has collected and spent

under the norms of financial accountability so that no public money is defrauded from the public exchequer. Thus, in general terms

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financial administration simply includes the earning or collection of money and expenditure of the collected money

for the economic growth and stability of the system and the nation. When studied in detail though, the simpler explanations pave way for detailed nuanced and at times expansive meanings of the concept. One of which explanations takes the purview of institutionalism, stating that

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financial administration studies the role of the government in the economy. It is the definitive branch of economics which assesses the Government revenue and Government expenditure of the Public Authorities and the adjustment of one or the other to achieve desirable effects and avoid undesirable ones.

In simpler terms the goal of financial administration is centred around creating stable economic situations for the benefit of the national economy based on public income and expenditure.

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It is a subject which has the distinction of intimate interaction between theory and practice. It acquires a meaning and usefulness only in the context of institutional framework of the economy

based on economic structures that not only control but regulate the resources (in economic terms)

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of the country with reference to which it is being studied. The theoretical concepts and policy applications in public finance feed upon and grow out of each other

based upon a strong academic history of the realms of both public administration as well as economics.

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No single theoretical model can adequately fit in the framework of every economy since its institutional framework is a thing unique to itself

across systems applied by various nation states.

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It is important, therefore, that the discussion of public finance should be in the context of a single economy

as in this chapter it is based on Indian financial administration. When dealing with Indian
3 financial administration we generally refer it as a part of public administration because of the reason that Indian economy is not a completely privatised economy, it has both the features of controlled as well as lenient market tendencies but the major control of the economy is under the Finance ministry of the Union Government of India.

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Public financial administration has a direct influence on the overall quality of life of the masses. It is concerned with that part of the government which is action-oriented. Recent years have witnessed a heated debate on several theoretical and policy issues covering several segments of public finance, including the role of fiscal policy. Pleas are being made for a thorough restructuring of its various theoretical and policy premises and the framework within which these should be conducted. Exponential growth and transformation in global financial system and worldwide meltdown caused by it have fuelled rethinking on the role of fiscal policy with a special focus on economic stability and growth—both in developed and developing countries. India, like the rest of the world, has also been deeply affected by these developments.

Recent changes in the tax regime under the GST reforms under the GST council has brought the single most effective change in the financial structure of the country. The larger impact of the policy change is still being studied. The administrative section of the government though has various long-term goals based on the current political economic situation of the global order. 1.3 NATURE OF FINANCIAL ADMINISTRATION

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In general terms, financial administration implies administration relating to the management of collecting revenues and expenditure for running the public administration. There are various ways of collecting revenues such as levying taxes, borrowing money from public and financial institutions, collection of money for development works etc. Collection of money in any form is not all. Since the government is a public organisation, it is legally bound to give explanation to the public for the money it collects from which source and in what way, and for what purposes it spends the money it collects. Here ties the planning for collecting money and spending it for various purposes. Both the income and expenditure are guided by plans or certain definite rules and regulations. 4

Majorly

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there are two different views regarding the nature of financial administration.

In the classical differentiation of most public administrative terms

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these are – 1.3.1. Traditional view Traditional view advocates to conceive financial administration as a sum total of activities undertaken in pursuit of generation, regulation and distribution of monetary resources needed for the sustenance and growth of public organisations

by the state.

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They emphasise upon that set of administrative functions in a public organisation which relate to an arrangement of flow of funds as well as to regulating mechanisms and processes which ensure proper and productive utilisation of these funds

for public good.

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When one looks at this view from systems perspective, it represents an integral sub- system of supportive system. A financial administrator shoulders responsibility for ensuring adequate financial backing for running public organisation in the most efficient manner

which in the case of India is the Finance ministry.

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The participants of this system are considered as financial managers and they discharge managerial functions of financial nature (

both political as well as professional).

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The central thesis of pure theory of public finance is that public finance should deal with the problems of public income, public expenditure and public debt in an objective manner without any relation to a set of values and premises of the political party in power. Accordingly, theorists of financial administration subscribing to this view take a value-neutral stand. For instance, Jaze Gaston reflects this view when he says that financial administration is that part of government organisation which deals with the collection, preservation and distribution of public funds.

As in the case of India this view has been widely accepted as well as implemented. The Financial Administration in India

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is a part of general administration. The purpose of Public Administration is to see that the money sanctioned by the legislature for development and other purposes is properly spent and the performance of the financial administration is quite satisfactory. 1.3.2.

Modern

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view 5 The modem view considers financial administration as an-integral part of the overall management process of public organisations rather than one of raising and disbursing public funds. It includes all the activities of all persons engaged in public administration, for quite obviously almost every public official takes decisions which are bound to have some direct or indirect consequences of financial nature. Further, it rejects the value-neutral stand of the traditional theory. It combines in itself three prominent theories of public finance, viz., the socio-political theory as expounded by Wagner, Edgeworth and Pigou, the functional theory of Keynesian perspective and activating view of modem public finance theorists.

Though Indian system had incorporated the Keynesian perspective for long the 1994 reforms and subsequent governments have brought in the modern public finance theorists who support a collaborative role for the government rather than a controlling role. 1.4. SCOPE OF FINANCIAL ADMINISTRATION According to Gaston Jaze's definition, the government organisation deals with the following four aspects
of

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financial administration. These include: 1) The collection, preservation and distribution of public funds. 2) The coordination of public revenues and expenditure. 3) The management of credit operations on behalf of the State. 4) The general control of the financial affairs of the government. In modern governments all the above aspects are dealt with by the Finance Department and its subordinate agencies

which include both the public representative section in the form of ministers inside a government as well as professional section based on meritocracy which comprises of the bureaucracy of the state. Though

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the Finance Department or the Finance Ministry may be considered as central financial agency of modem governments, it cannot be equated with financial administration.

The ministry of the department's

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role constitutes financial management rather than financial administration. As a financial manager it deals with the systems, tools and techniques contributing to economic decision making in government which are constituted in the

form of various institutions
6 such as departments, committees, councils and boards which are part of the holistic administrative process.

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These processes are, in fact, the integral part of financial administration

of the country, but

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the scope of financial administration is much wider than what these processes suggest. Legal experts support the idea that financial administration refers to the financial processes and institutions involved in legislative financial control. In their view, the scope of financial administration encompasses the preparation of estimates, appropriation of funds, expenditure control, accounting, audit, reporting, review and so on. In a democratic context, this view may gain wider acceptance as it ensures executive responsibility to legislature. But, the experience of modem democracies has shown that the legislative involvement in the determination of the desired volume, range and direction of programmes, the use of independent judgement relating to the financial resources required by administrative agencies is becoming nominal day by day. It is a known fact that the average member of the legislature is not adequately informed to ensure effective control over executive. Thus, the view appears to be of no significant validity. Further, legislative control of financial aspects of the government does not represent the scope of financial administration in its entirety. Yet another view advocates a budget-oriented outline for the scope of financial administration. According to them the scope of financial administration is limited to the preparation of budget, the enactment of budget and execution of budget. Though the budget is the core of financial administration, certain operations which precede budget preparation are equally important. There is a pertinent need to include planning process as an integral part of financial administration. In the ultimate analysis, there is a need to adopt an integrated approach so that all the above views are incorporated into the scope of public administration. As an outcome of such an approach, the following aspects emerge as the core areas of financial administration.

i)

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Financial In a restrictive sense one may consider budgeting as planning since its basic concern is to facilitate the formulation and adoption of policies and programmes with a view to achieving the goals of government. Financial planning includes the concerns in terms of whole range of government policy and it demands a time frame and a perception of the inter relationships among policies. It looks at a 7 policy in the framework of long-term economic consequences

started. The Planning commission of India was the pioneer institution of such planning in post independent India. Nehruvian influences though were found in abundance in the institution, many give the credit of the idea to Subhas Bose's proposals for post independent Indian

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economic rejuvenation. There is a need to coordinate planning and budgeting. The concept of planning-programming-. Budgeting System (PPBS) represents an attempt in this direction. Financial Administration, under this phase, considers the sources and forms of finance, forecasting expenditure needs, desirable fund flow patterns and so on. ii) Budgeting Budgeting is the core of

any financial administration without which allocation, implementation and application of planning will go haywire.

88% **MATCHING BLOCK 28/328** W

It includes examination and formulation of important aspects as fiscal policy, equity and social justice making it

not only an economic factor but a socio economic one which has to bring a balance of objective realities with subjective distributive justice as well.

100% **MATCHING BLOCK 29/328** W

It also deals with principles and practices associated with refinement of budgetary system and its operative processes

as with new infrastructure the process of budgeting improves and attempts to cater to the needs of the hour for the society as well as the structure of state and economy. iii) Resource mobilisation Resource mobilisation is simply bringing in the resources together for creating mechanisms of economic planning. This process includes the imposition of taxes, collection of rates and taxes etc. These are associated with resource mobilisation effort tas a whole.

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Due to the ever-increasing commitments of government, budgetary deficits have become regular feature of government finance. In this context deficit financing assumes greater importance. But deficit financing, if used in an unrestrained manner, may prove to be a dangerous problem for a nation's economy for it can cause galloping inflation.

This not only threatens the national economy but also puts immense pressure on the federative units with the nation state.

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Another challenge faced by administration is tax evasion and growth of parallel economy

namely the illegal ways of defrauding public money in the form of stashing money in offshore accounts, hawala transactions and black marketing of public goods and
8 services to harm the mainstream and finance destructive elements.

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Finally public debt constitutes yet another element of state resources. The

recent case of Sri Lanka is a pertinent example of how uncontrolled public debt can lead to uncontrollable inflation which may derail the economy of nation and cause massive public dissatisfaction.

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The proceeds of debt mobilisation effort should be used only for capital financing. Thus, modem financial administrator has to be fully conversant with all the dimensions of resource mobilisation efforts iv) Investment

decisions
investments are a huge part of public expenditure especially in the case of a huge and diverse nation such as India. Funding for social welfare programmes as well as infrastructural investments require huge investments from the government.

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Since massive investments have been made in the public sector, a thorough knowledge of the concepts, techniques and methodology of project appraisal is indispensable for a financial administrator.

The investment initiatives require close monitoring and are therefore a very important facet of financial administration. v) Expenditure control Modern governments have a huge expenditure responsibility. The coordination of such finances is as important as control over such expenditure, in absence of which wastefulness increases and harms the public exchequer greatly.

100% **MATCHING BLOCK 36/328** W

Finances of the modem governments are becoming quite inelastic. Almost every government is suffering from resource crunch. Further, the society cannot be taxed beyond a certain point without doing a great damage to the economy as a whole. Thus, there is an imperative need for careful utilisation of resources

to avoid wastage and financial drain of public money.

100% **MATCHING BLOCK 37/328** W

Executive control is a process aimed at achieving this ideal. Legislative control is aimed at the protection of the individual tax payers' interest as well as public interest. There is also the need to ensure the accountability of the executive to the legislature. vi) Accounting, Reporting and Auditing

Accountability forms an important feature of not only public administration but any modern democracy. Without checks and balances any system is susceptible to corruption and crumble.
9 Accounting for the money utilised, reporting of utilisation and discrepancies and auditing in case of questions of misappropriation, misutilisation, misgovernance create the trio of accountability measures under financial administration.

100% **MATCHING BLOCK 38/328** W

These aspects are designed to aid both the executive control and legislative control. In India, the Comptroller and Auditor General (C & AG) and the Indian Audit and Accounts Department over which the C & AG presides ensure that the accounting and audit functions are performed in accordance with the provisions of the Constitution.

100% **MATCHING BLOCK 39/328** W

Comptroller and Auditor General of India controls the entire financial system of the country at the Union and as well at the state levels. 1.5.

INDIAN FINANCIAL ADMINISTARTION The government of India is the authority that looks after the totality of public exchequer's assets in the economy. The financial administration in India is a system of institutions that controls all the above- mentioned functions requisite for stabilised functioning of the economy. Financial administration in India is a dynamic process that involves various institutions and comprise of

100% **MATCHING BLOCK 40/328** W

an on-going chain of operations, performed by the following agencies: i. The Executive (primarily the Finance Ministry), which needs funds

for allocation and monitoring. ii. The Legislature, which alone can grant funds for various projects at a national level comprising of both the government and the opposition in the parliament.

99% **MATCHING BLOCK 41/328** W

iii. The Finance Commission. iv. The Indian Audit and Accounts Department. v. The Parliamentary Committees. The executive powers of the central government have been vested in the President, to be exercised by him or her either directly or through officers' subordinate to him or her, in accordance with the Constitution (Article 53). The Finance Ministry is an important ministry within the Government of India. It is the leading state administration institution in the field of finances. It develops financial policy, coordinates and organizes its implementation, as well as performs other functions stated in the 10 external regulatory enactments. India has a parliamentary form of government. Our Parliament or the Union Legislature, the supreme legislative body in the country, comprises two Houses— Lok Sabha (House of the People) and Rajya Sabha (Council of States). The main function of both the Houses of parliament is to pass laws. The law proposal originates in the Parliament in the form of a bill. There are four types of bills that come up before the Parliament, namely ordinary or nonmoney bill, money bill, constitution amendment bill and budget. Of these four types of bills, money bill and budget pertain to financial administration. Article 110 clearly defines what constitutes a 'money bill'. The Speaker of the Lok Sabha certifies whether a bill is a 'money bill' or a non-money bill. Money bill can be introduced, only along with the prior recommendation of the President, in the Lok Sabha and not in the Rajya Sabha. The Rajya Sabha cannot reject the money bill. It can only make recommendations.

Budgeting serves as a powerful tool of coordination. Its

97% **MATCHING BLOCK 50/328** W

ends are served by devices, such as, justification of estimates, supervision of the use of appropriated funds, timing of the rate of expenditures, and the like. It inculcates, or should inculcate, cost-consciousness and this feeling should permeate all levels of administration including the operating level. Budgeting presents an opportunity for evaluating programmes and policies, thereby identifying obsolete or unnecessary activities and giving a call for their discontinuance.

Every year, the Indian budget is presented before Its lower chamber in the parliament i.e., the Lok Sabha. The Finance Ministry under the government of India prepares the budget in accordance with the various functionaries including the political (ministers) and the professional (bureaucrats).

86% **MATCHING BLOCK 42/328** W

The budget pre 2017 was presented in two parts: (a) Railway Budget (b) General Budget. Railway budget was presented by the railway minister while the general budget is presented by the Finance Minister. The budget passes through various stages

in both the houses of the parliament. In 2017, the Railway Budget was merged with the Union Budget, ending a practice that began in 1924 under the British. A NITI Aayog commission submitted a white paper recommendation to do away 11 with the practice. The recommendation was submitted to then Railway Minister Suresh Prabhu and passed by the minister. The merger offered more elbow-room to the finance ministry for better allocation of resources. "It also facilitated multi-modal transport planning between railways, inland waterways, and highways." However, then finance minister Arun Jaitley had mentioned that "the functional autonomy of railways will be maintained."

85% **MATCHING BLOCK 43/328** W

The financial administration is very significant aspect of public administration because the running or management of administration is not possible without money or finance and for that reason the financial administration occupies the centre of public administration. The Ministry of Finance concerns itself with taxation, financial legislation, financial institutions, capital markets, centre and state finances, and the Union Budget. The Union Finance Ministry of India comprises five departments— i. Department of Economic Affairs ii. Department of Expenditure iii. Department

Financial Administration of Revenue iv. Department of Financial Services v. Department of Disinvestments. 1.6 CONCLUSION Financial administration has become a crucial component of modern nation states. Economic logic dictates that without monetary exchange of some form or the other the existence of stable political system is untenable at best. All societies thus

90% **MATCHING BLOCK 44/328** W

have their financial administrative systems as an integral component of its public administrative system today. In contemporary India, financial administration began to assume the multifaceted role in order to secure maximum human welfare

based on not only the needs of the society created post 1947 but the society that existed in continuum pre-1947.

100% **MATCHING BLOCK 45/328** W

Financial administration, in its evolutionary process, has proved to be, a dynamic entity capable of developing itself into a potential measure to meet requirements of changing socio-economic demands from time to time.

The comprehensive bureaucratic order maintained under the government of India
12 and its various functionaries have kept the financial administration of India at par with the demands of the society for development as well as the international order for maintaining cordial economic ties of trade and finance without jeopardizing the economic structure of the state or of the aspirations of the people.

100% **MATCHING BLOCK 46/328** W

Of late, financial administration has assumed the role of a provider of choices with regard to ends and means

as major changes have been brought about by the requisite institutions. As

100% **MATCHING BLOCK 47/328** W

discussed, its scope is expanding day by day and at present it encompasses many dynamic aspects

which are ushering new changes not only in the national context but international as well. Examples may include conventional attributes such as financing, planning and budgeting, resource mobilisation as well as newer avenues of joint public private investment, public expenditure based on decentralisation of both powers and responsibilities, control including financial control etc. 1.7 SUMMARY • Financial administration is an important facet of modern-day public administration. It concerns itself with the monetary affairs of the state and public money. • There are various ways on how one views financial administration, there are traditional views of holistic subjectivity as well as the modern view of distributive or federative objectivity. • In India financial administration is a structural process encompassing the both the legislative and the executive of the state in being a part of planning, budgeting, investment, policy making, policy review as well as accountability measures. • With the change of time, financial administration has become more dynamic, people responsive and cooperative. India's shift from Planning commission to NITI Aayog is an example of such a shift. 1.8

100% **MATCHING BLOCK 48/328** W

KEY WORDS • Audit: It is an objective examination and evaluation of the financial statements to make sure that the financial records are fair and accurate. 13 • Subsidies: It is a benefit given to an individual, business, or institution, usually by the government. It is usually in the form of a cash payment or a tax reduction. •

Laissez Faire: Non-interference policy of the government in economic affairs. •

100% **MATCHING BLOCK 49/328** W

Budget: It is an estimation of revenue and expenses over a specified future period of time and is utilized by governments, businesses, and individuals. A budget is basically a financial plan for a defined period. • Zero-based budgeting: It is a method of budgeting in which all expenses must be justified for each new period. •

Planned economy: An economy in which production, investment, prices, and incomes are determined centrally by the government. 1.9 MODEL QUESTIONS

87% **MATCHING BLOCK 51/328** W

Short questions • What are the financial powers of the President of India? • What is the role of the legislature in the financial administration of the country? • Write a short note on the bills that pertain to financial administration. Medium question • What is a vote on account? • Write the functions of the

Comptroller and Auditor General of India? •
Financial administration is the backbone of any country- Explain

96% **MATCHING BLOCK 52/328** W

Long questions • Discuss the functions of the Finance Ministry. • Examine the significance of financial administration. •

Discuss why

100% **MATCHING BLOCK 53/328** W

the financial administration is considered the centre of public administration? 14 1.10

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Mahajan, S and Mahajan, A. (2014), Financial Administration in India, Delhi: PHI Learning Pvt. Ltd, 2014. UNIT 2 OBJECTIVES
AND PRINCIPLES OF FINANCIAL ADMINISTRATION STRUCTURE 2.1.Learning Objectives 2.2.Introduction 2.3.Objectives

48% **MATCHING BLOCK 57/328** W

of financial administration 2.4.Principles of financial administration 2.5.Conclusion 2.6.Summary 2.7.Key words 2.8.Model questions 2.9.References 15 2.1 LEARNING OBJECTIVES After going through this unit, one will be able to- • Discuss the

goals of fiscal policies of governments aimed at securing certain socio-economic welfare as judged and decided under the aegis of

100% **MATCHING BLOCK 58/328** W

public policies • Describe ways and means as well as appropriate institutional instruments to secure

an understanding about how fiscal policies create situations for achieving public policy-oriented goals. • Explain how the Indian financial administration has done

100% **MATCHING BLOCK 71/328** W

in formulation and execution of fiscal measures through certain fiscal institutions and processes

over the years. • Highlight the economic

75% **MATCHING BLOCK 59/328** W

trends and their usefulness in facing contemporary challenges especially by India. • Discuss the need to comprehend various aspects of financial administration as a way out to consider contemporary socio-economic problems and the solutions therefor. 2.2

INTRODUCTION Any form of administration is only as strong as the principles it stands upon and functions upon and the objectives it seeks to achieve for the larger good. Since the industrial age, governments have played the role of an arbitrator to ensure that market forces aren't hindered in their goal for liberalised trade. Governments have had a single objective of affording protection to the basic socio-economic framework of the system and providing a shield

100% **MATCHING BLOCK 60/328** W

from hostile forces threatening the system from inside as well as outside. In this context, financial administration

supported the concept of judicious use of public money without wastage for public welfare with minimum harm to the market structure as its goal. The regulatory and welfare functions to the sphere of government which includes security, law enforcement and health have been added to the functional role of financial administration. It has been supported and

100% **MATCHING BLOCK 61/328** W

articulated in terms of mobilisation of resources and their productive deployment

for public good and protection of state.

100% **MATCHING BLOCK 62/328** W

It was expected to achieve the broad objectives spelled out in public policies from time to time

with the

86% **MATCHING BLOCK 63/328** W

aim to achieve the objectives of the government with the 16 maximum possible level of efficiency at the least expenditure,

the very crux of Lockean liberalism thus was expounder under such a system. Though there is has been no universal agreement about ends of the State which range for mobilisation for self-preservation to safeguarding basic human requirements to the creation of

91% **MATCHING BLOCK 64/328** **W**

a welfare state with a commitment to socio-economic equity wishing to raise the quality of life of its citizens in preference to

military conflict-based expansion as espoused by the lebensraum theory of Adolf Hitler. There cannot be a single set of universal truth-based

70% **MATCHING BLOCK 65/328** **W**

objectives, other than efficiency and economy, which can be visualised by a student of financial administration. Though situational objectives based in terms of certain common targets pursued by financial administration

can be found

100% **MATCHING BLOCK 66/328** **W**

all over the world when one looks at the experiences of the governments throughout the world, such an exercise

doesn't help in providing a concrete prescription of a set of objectives. The goal thus is not to get a solution for every system but to analyse the intricacies that make each system/state different and unique and provide objectives that can be reached based on common minimums for ushering economic growth under a stable and competent financial administration. 2.3 OBJECTIVES OF

62% **MATCHING BLOCK 67/328** **W**

FINANCIAL ADMINISTRATION The unpredictability of capitalist forces of the modern market in the developed countries, have led to an enlarged scope of financial administration.

This system has been largely

100% **MATCHING BLOCK 68/328** **W**

characterised by deficit budgets, massive public debt and deficit financing.

Despite all this these features have been the backbone of modern democratic structures where excess public funding is a rarity and social welfare a necessity.

88% **MATCHING BLOCK 69/328** **W**

Similarly, in the developing countries, where governments have assumed the role of a facilitator of development, fiscal policies and administration embark upon a set of multiple objectives.

These are targeted to bring in

98% **MATCHING BLOCK 70/328** W

stability, development, self-reliance, reduction of interpersonal inequalities in income and wealth, and balanced regional development. These countries also utilise the same instruments of action

to achieve the above-mentioned goals.

100% **MATCHING BLOCK 72/328** W

There are certain fundamental objectives of financial administration which transcend, politico-economic compulsions.

Even though political ideologies, or economic doctrines create the necessary situations for functioning of the state 17 it is the fundamental objectives that provide long term basis for economic stability as well as development of nation and the continuance of its system. These are as follows: 1)

76% **MATCHING BLOCK 73/328** W

Management of finances of the Public: Public authorities are concerned with the satisfaction of human wants and their major problem is to ensure the best application to secure given ends

with limited resources at their disposal. In this context, the focus is to be on structured mobilisation of resources and their rational deployment, which must be

100% **MATCHING BLOCK 74/328** W

in conformity with the rising expectations of the people. 2) Implementation of projects and programmes:

An important facet of 21 st century financial administration coming from 20 th century itself is related to ensuring optimal public investment. This has to be maintained through decisions based on

96% **MATCHING BLOCK 75/328** W

project formulation, appraisal and implementation. The emphasis has shifted from expenditure control to the implementation of projects within the stipulated time schedule and expenditure limitations. 3) Provision for public goods and social services: Since the benefits from public goods and social goods are available to

everyone in the society. The goods are provided to every one irrespective of one's contribution to public exchequer. So, the system maintains that

93% **MATCHING BLOCK 76/328** W

no one will offer payments for the supply of such goods. Provision of public goods like public parks, social services like public health, sanitation cannot be left to the private sector which is motivated by profit rather than service to the people. Budgetary support for such services become a valid concern for fiscal policy makers. 4) Growth, Employment and Price Stability: Modem governments tend to focus their attention on socially desired rate of economic growth, high employment and a reasonable degree of price level stability and a positive balance of payments position. Achievement of these objectives cannot come about automatically

and thus, there is always a

100% **MATCHING BLOCK 77/328** W

need for policy initiatives on the part of public authorities

to ensure

58% **MATCHING BLOCK 78/328** W

the fulfilment of such objectives. 5) Capital Formation: Economic development of a nation, largely depends upon the capital formation.

This goal is achieved through increased savings of both the populace and the government. Despite this there is no evidence that supports the idea that any

100% **MATCHING BLOCK 79/328** W

amount of State's coercive power can 18 achieve this objective. Appropriate financial and fiscal measures such as discriminatory taxation and monetary policy instruments

are necessary requisites

94% **MATCHING BLOCK 80/328** W

to accomplish this objective. 6) Productive deployment of funds: A major problem of under-developed countries is the allocation of required funds between competing projects and programmes.

Deployment of funds is thus a crucial factor in judicious use of public money.

100% **MATCHING BLOCK 81/328** W

In order to ensure flow of investible funds into desirable channels

proper mechanisms are a necessity. For this goal various organisations in different systems

100% **MATCHING BLOCK 82/328** W

lays down guidelines regarding priorities for different types of investment for both public as well as private sector. The finance ministry

in India

100% **MATCHING BLOCK 83/328** W

takes up the task of ensuring adherence to national priorities both in the public sector and the private sector. 7) Facilitating smooth flow of parliamentary processes: The basic tenet of

and objective

100% **MATCHING BLOCK 84/328** W

representative governments throughout the world is the supremacy of the representative institutions.

Any democracy can only function smoothy with public representation based on universal adult suffrage which in turn tends to provide legitimacy and exert

98% **MATCHING BLOCK 85/328** W

their control over executive branch of the government. One of the most important dimensions of this is the control of legislature over use of public funds. Financial administration through its budgetary process and audit function enables and ensures the supremacy of the legislative body over the executive. 8) Achievement of equity and equality: The distribution of income and wealth depends upon the distribution of factors of production and factor pricing determined through the market mechanism. It also depends upon the transmission of property rights through inheritance as well as personal earning abilities. Such distribution may not be in conformity with what society considers a "fair" or "just" state of distribution. Equity, however, has to be achieved through an evolutionary process without giving scope for class conflicts and large-scale violence. There should be a progressive reduction in the concentration of economic power. At the same time, equal opportunities for every one in every sphere will have to ensure non-occurrence of fresh inequalities. Financial administration, through its fiscal policies, such -as progressive taxation; grants, subsidies etc. can help movement towards greater equality of wealth and opportunities. 19 2.4 PRINCIPLES OF FINANCIAL ADMINISTRATION 1)

100% **MATCHING BLOCK 86/328** W

The principle of primacy of public interest, public choice and public policy

Public interest is the prime factor that determines financial administration as a whole.

61% **MATCHING BLOCK 87/328** W

Public interest can be interpreted in various ways such as the common good, the general welfare, the overall quality of life of people as individual and society as a collective. In simpler terms the collective realisation of social values, rights and privileges

is a necessary to conduct smooth functioning of financial administration in a state. The need for any responsible

96% **MATCHING BLOCK 88/328** W

administration is to concentrate on those types of activities which make a definite and justifiable contribution to the accomplishment of public interest and public satisfaction

that can be expressed in the implementation of

70% **MATCHING BLOCK 89/328** W

public policies. It is quite essential to realise that financial policy is expected to meet the broad aims as spelt out in public policies. One should be clear about the meaning of public choice

as

100% **MATCHING BLOCK 90/328** W

public choice is a choice which encompasses common life and is shared by all. 2) The principle of political direction and control

The politico-legal framework of a state is of great importance for conditioning of both public and private activities.

80% **MATCHING BLOCK 91/328** W

This structure is found in basic laws of the land and in prevailing customs, conventions and traditions by which political ideals and ideas exist and develop within a system. Financial administration, as a subsystem of public administration, should agree to these political ideas and ideals as expressed through the constitutional process of the society. Further,

there is always a need to adjust financial administration

100% **MATCHING BLOCK 92/328** W

to the political structure of a particular society to which it is attached. In

the 21 st century, most countries have accepted democratic ideas and ideals

98% **MATCHING BLOCK 93/328** W

and have replaced all the previous structures and ideals. Therefore, the system of financial administration is to be organised and operated in a manner so as to secure compliance with the will of legislature as expressed through the

various democratic statuettes enshrined. These may include laws such as - Appropriation Act, the Finance Act and other policy devices. The nature of these laws is

90% **MATCHING BLOCK 94/328** W

both public and fiscal. In order to ensure its control over financial administration of the executive government, the legislature (parliament) takes an account of financial functions through an independent audit organisation like the

C & AG in India.
20 2)

81% **MATCHING BLOCK 95/328** W

The Principle of Correspondence This principle suggests a causal relationship between the objectives of financial administration and the functions

of the administration. In simpler terms,

100% **MATCHING BLOCK 96/328** W

the human and material resources necessary to accomplish such objectives

must have a flexible yet strong correspondence between them.

91% **MATCHING BLOCK 97/328** W

The type of functions, the personnel required to handle them and the physical facilities necessary for the purpose should have a rational mutual interrelationship. The objectives and the functions should provide the basis for staffing and equipping of the financial organisation

to serve the people in a better manner which respects the democratic rational system of the present order. 4). The Principle of Unity of Organisation and Management and Objectives Unity of organisation is the source of strength for any organisation be it private or public. Most thinkers of public administration link

73% **MATCHING BLOCK 98/328** W

this principle to centralisation-based efficiency. While it should not be taken to mean centralisation of every minute detail at the top of hierarchy but it does mean that the work is coordinated between the different financial and non-financial agencies and highly evaluated by the top officials of the government.

100% **MATCHING BLOCK 99/328** W

Experiences of developing countries have exposed the inadequacy of centralised decision making

that had followed conservative protection of domestic markets based on centralised planning post 2 nd World War. The most widespread tenet of financial administration today revolves around the facet of

80% **MATCHING BLOCK 100/328** W

centralised direction and decentralised decision making and decision implementation. The concept of administrative financial control has slowly given way to the concept of management of results. This principle supports centralised guidance for facilitating decentralised decision making with a view to securing maximum production (quantity) as well as optimum utility (quality). The concept of national planning

of various developing countries can be taken as an example of such ideal. 5) The principle of stability and balance Any system to function at its optimum requires stability and balance between its functioning units as well as constituting units. The feature is maintained by recruitment of regularised and trained personnel. There is also a requirement to have a backup force to maintain the stability of the
21 administration and thus, this principle calls upon financial organisations to not only recruit and maintain a stable order of personnel but

100% **MATCHING BLOCK 101/328** W

develop capacity to withstand losses of specific trained personnel without serious consequences to effectiveness, and efficiency. For this purpose, there is need for effective-manpower planning together with a good programme for human resource development. 6) The principle of simplicity and flexibility

The 21 st century is the century of democracy with most countries shifting to democratic forms of government based on popular mandate of the people. People become the core of democratic sovereignty in all such countries.

100% **MATCHING BLOCK 102/328** W

All other democratic institutions, including parliament, derive their authority from

the people.

82%	MATCHING BLOCK 103/328	W

Therefore, it is very essential that the financial system and its procedures should be simplified in such a manner so as to become accessible to the commonfolk. If this principle is implemented properly, it can

reduce cost and

78%	MATCHING BLOCK 104/328	W

economise the system to a great extent. The principle of flexibility implies that the financial organisation should develop capacity to adjust itself. to fluctuations on work flows, human compositions and physical facilities. 7) The principle of conduct, discipline and regularity The officials of public financial organisations

are supposed to act ethically and set high ethical standards as they are the custodians of public money and keep the system working flawlessly. Income tax officials as sentries to keep public money safe

100%	MATCHING BLOCK 105/328	W

could be very effective in preventing tax evasion by setting ethical examples themselves

by their on-field actions.

100%	MATCHING BLOCK 106/328	W

The principle of discipline implies that the objectives, rules and regulations, the policies, procedures and programmes must be honoured by each

and every member of a public financial organisation. Any financial organisation can only function effectively with a strict structure of firm financial discipline. What is needed is voluntary or self-discipline to reach desired goals.

90%	MATCHING BLOCK 107/328	W

The principle of regularity implies that no financial organisation, can afford to function at intervals.

It's a continuous process of administration that makes it competent and thus must be maintained diligently. 8) The principle of Public Trust and Accountability
22 The responsibility of any financial administration is to collect and disburse public funds as a public trust. But as alike any other system it is never full proof and susceptible to malpractice making it quite vulnerable and which in turn

94%	MATCHING BLOCK 108/328	W

can lead to misuse of these funds for personal interest. Financial administration has therefore to be held publicly answerable for proper use of funds at several levels such as political, legal, administrative, organisational, professional, moral and aspirational. Here accountability implies answerability for one's responsibility and for trust bestowed in an official.

Crimes are to be punished by dismissal and redressal of requisite nature. 2.5 CONCLUSION Over the years the functional role of financial administration has undergone a major change. It has come to be viewed

100% **MATCHING BLOCK 109/328** W

in terms of mobilisation of resources and their productive deployment

of the same to engage public funds for the benefit of the larger masses in an equitable manner. Any form of financial administration is expected to subserve the broad objectives specified in public policies of a given time, there remains certain fundamental objectives which are pursued by financial administrators to maximise the output from the system without endangering it partially or wholly. As is evident from the experience of developed and underdeveloped countries, in the unit, management of the finances of public funds, facilitation of economic growth of the country, ensuring full employment of the populace, price stability of commodities in the domestic market and equitable distribution of wealth between the people are some of the important objectives of financial administration. Cultural diversities impede the system to lay down universal principles of financial administration but their existence in some form or the other is universally accepted. However, based upon the experience in international and inter-cultural contexts, it can be inferred certain principles to serve as broad guidelines. These include, primacy of public policy and political direction and control; unity of organisation and management; correspondence among objectives, functions and resources; stability; simplicity; balance and flexibility etc. Financial administration in India reached an advanced position from as early as 4th century B.C as mentioned under Kautilya's Arthshastra to the leeway provided by the Narsimha Rao government in the early 1990's. There is much in the fiscal history of India that one can feel proud of. A beginning has been made to establish modern system of financial

23 administration during British period and the post independent developmental model supported by a people responsive financial administration has provided Indian democracy to function in a manner which is unique in South Asian countries. 2.6 SUMMARY • Financial administration is dynamic affair and has undergone many changes since the inception of nation state and its functionaries. • Every potent system must have certain principles on which its groundings are based upon and provide the structural strength to the system. • The goals of financial administration are to be people oriented, structures, regulated, and maintained by a professionally trained personnel system of officers who are of high moral fabric in execution of duties to execute public good based on policies mandated by government and stop any form of misappropriation. • Financial administration has to be held publicly accountable and thus has to be answerable to the electorate

100% **MATCHING BLOCK 110/328** W

for proper use of funds at several levels such as political, legal, administrative, organisational, professional

for economic democracy to sustain itself in a nation. 2.7 KEY WORDS • Capital- an amount of money that you use to start a business or to put in a bank, etc. so that you earn more money (interest) on it. • Subsystem- a self-contained system within a larger system. • Equity- the quality of being fair and impartial. • Personnel- the people who work for a large organization. • Exchequer- the government department that receives and gives out public money, in the UK and some other countries 2.8 MODEL QUESTIONS Short questions • Explain capital formation? • Why discipline is a central tenet of any administrative force/personnel?

24 • Explain the principle of trust and accountability? • What is Comptroller and Auditor General? Medium questions • Explain the Principle of Unity of Organisation and Management and Objectives? • Mention the 8 objectives of financial administration? • What are the budgetary concepts which are to be kept in mind while engaging in planning of finances? Long questions • What are the budgetary concepts which have found their way into Indian economic reforms package? • Explain how financial administration has changed post economic liberalisation in India? • Explain the goals and mechanisms for ensuring accountability in financial administration? 2.9 REFERENCES

92% **MATCHING BLOCK 111/328** W

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Adams, H.C., (1908.) The Science of Finance, Henry Holt and Company: New York. Bhargava, R.N., (1977.) Indian Public Service, Bhargava & Sons: Chandausi.
25 UNIT 3 SIGNIFICANCE OF FINANCIAL ADMINISTRATION STRUCTURE 3.1.Learning Objectives 3.2.Introduction 3.3.Significance of Financial Administration 3.4.Independent India's financial administration 3.5.Conclusion 3.6.Summary 3.7.Key words 3.8.Model
questions 3.9.References 3.1.
LEARNING

88% **MATCHING BLOCK 112/328** **W**

OBJECTIVES After going through this unit, one will be able to- • Discuss the

significance of
financial
administration in a country. • Learn about how financial administration impacts the economy of any nation. • Learn the various ways of how financial stability enhances a nation's bureaucratic standing. • Enhance the outlook already provided in earlier chapters and create a encourage to think critically about financial administrative measures. 3.2. INTRODUCTION Modern day capitalism is centred around market policies structured inherently in money transaction controlled and coordinated by both national and international institutions. This system is based around the goal of maximising profit on neoliberal grounds. Most democracies in the world today have accepted the above-mentioned system to create stable national economies, create jobs, balance fiscal policy and participate in international trade. In order to sustain such a comprehensively complex structure a system of coordinated personnel is a must to be kept at all the requisite institutions. Private institutions are more entrenched in profit creation processes and thus susceptible to vulnerabilities. Such vulnerabilities have harmed the present economic structure many times, the biggest of which
26 were the crash of 1930's and the crash of 2008. National economies cannot afford to be hit in such a manner. National governments aren't spenders of public money but rather trustees of public money. Using the said money for profit seeking is risky and detrimental to the national exchequer. This may lead to financial crash, inflation, budgetary decline, stagflation and even bankruptcy. To avoid all such dangerous circumstances national governments in most democracies, tend to have an established institutionalisation of financial administration within the larger ambit of public administration which is simply called bureaucracy. Such an administration works with a professional personnel force to look after the due processes related with public finance. This administration formulates polices for better management of national finances and to create and regulate structures to lead national economic growth, stabilised business atmosphere. The principles and goals of financial administration is centred around creating strong economic structures, tangible economic relationships, stable markets, avert economic blunders, stop misappropriation, regulate inflow and outflow, create accountability and implement public policy for public good and enhancing the country's economic standing nationally as well as globally. Democracies favour such structures immensely and thus are rendered to public representatives for insight, oversight and formulation with the professional bureaucracy looking after the on-field implementation and review of the policies passed in the legislature. The significance of such an organisation is immense both theoretically and practically. The unit discusses how this significance is expressed in modern day democracies with pertinent examples from the Indian financial administration. 3.3. SIGNIFICANCE The significance of financial administration in any nation is entrenched not only in its functioning but in the constitution as well. Most modern democracies have a clear mention of how finances of the state are to be maintained and looked after by various agencies and the agencies are given constitutional mandate to perform such duties. The significance of financial administration can be discussed under the following heads: Success of Promotion Depends on Financial Administration.

27 Financial planning is of utmost importance to any well-established order. It is through this planning that any stable authority decides upon how to spend its finances over a specific period of time. Promotion of businesses in a nation requires intricate planning of investment into the ventures and thus takes the effort of a well-oiled machinery under an adept financial administrator. One of the most important reasons of failures of business promotions is a defective financial plan. If the plan adopted fails to provide sufficient money to meet the requirement of fixed aspirations or it fails to assume the obligations by the corporations without establishing earning power, the business cannot be carried on successfully. Hence sound financial plan is very necessary for the success of any economic enterprise. Smooth Running of an Enterprise. Any national economy requires an unencumbered and stable functioning of its subsidiaries. National economy is the largest enterprise that a financial administration takes care of. The decisions taken by such an administration is of national importance. Sound financial planning is therefore necessary for the smooth running of such an enterprise especially when it is considered with public money. Money is to an economy what oil is to an engine. As finance is required at each stage of an enterprise undertaken by the government which starts from basic policy formulation to promotion, incorporation, development, expansion and administration of day-to-day working etc., a smooth- running machinery is a must to keep the system functioning and being responsive to the demands of the national and international economy working. To meet all such demands a proper administration of finance is very necessary. Proper financial administration means the study, analysis and evaluation of all financial problems to be faced by the management and to take proper decision with reference to the present circumstances in regard to the procurement and utilization of funds. Financial Administration Coordinates Various Functional Activities. Financial administration provides complete coordination between various functional areas such as policy promotion, implementation as well as creating a feedback loop. to achieve the organizational goals. If financial management is defective, the efficiency of all other departments can, in no way, be

28 maintained. As already mentioned, finance is the core of any administration functioning (oil to an engine) and other arms of the system are only as good as the financing done to them for implementation of respective policies. For example, the salaries of public officials are paid under the consolidated fund of India according to Indian laws, the allocation done accordingly by the finance department which revises it every year depending on the situation of the economy. This keeps the bureaucracy functional and active at work as regular payments means a safe work culture and subsequently an active bureaucracy keep the system running smoothly. The disbursement though isn't done by the finance department it is the coordinating authority between various public functionaries as in this case the public personnel department is with the finance department. Thus, financial administration occupies a central place in the organization which controls and coordinates all other activities in the concern of monetary matters. Focal Point of Decision-Making. No administration can function with haphazard work culture especially in the public sector. Public finance therefore is not a department that can be toyed or put through difficulties as the fate of a population and economic tidings of country lies with it. Financial administration thus needs to be a system capable of being objective in its approach, realistic about its goals and competent at its functioning to meet its desired goals. Financial administration provides scientific analysis of all facts and figures through various financial tools, such as different financial statements, budgets etc., which help in evaluating the effectiveness of the plan in the given circumstances, so that a proper decision can be taken to minimize the risk involved in the plan. This creates a system of responsible decision making under the administration which provides a holistic overview of the machinations required to keep the system functioning. Determinant of Success. It has been recognized, even in India that the financial administrators play a very important role in the success of the national economic structure by advising the top legislative units as well as the top

29 executive units of which they are a part. They are the ones that provide the solutions of the various financial problems as experts. They present important facts and figures regarding financial position on the performance of various functionaries of the government in a given period before the competent authority in such a way so as to make it easier for the authorities to evaluate the progress of the departments concerned to amend suitably the principles and policies of the department concerned. The financial administration in the form of the finance ministry assists the government in its decision- making process by suggesting the best possible alternative out of the various alternatives of the problem available on grounds of policies. Hence, financial management helps the government at different levels in taking financial decisions that are to benefit the country as whole. Measure of Performance. The performance of the government can be measured by its financial results, by determining the value of the economy in various quarters of a financial years based on various standards such as GDP (Gross domestic product), GNP (Gross national product), FDI (Foreign direct investment), total exports and imports, increase of foreign exchange reserves etc. Financial decisions therefore are finally determined to be success or failure based on the review on performance, which again is a function of the financial administrators. The budget presented every year isn't only a planning mechanism for future but also acts as retrospective instrument explaining what changes are to be brought on based on last year's policies. Therefore, financial administration is of paramount importance because not only for the present and future but also for the past. 3.4. INDEPENDENT INDIA'S FINANCIAL ADMINISTRATION It was in 1947 that India broke the shackles of socio-political as well as economic dependence from the colonial powers.

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Independence brought basic changes in the political context of financial administration. The principle of executive responsibility to the legislature

was formalised extensively.

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The budgetary and other systems and procedures were tuned to subserve this principle and its implementation.

The institutions that were created to monitor monetary policy with the legislature were called legislative committees. These legislative committees began taking an

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active interest in the 30 form, content, legality and regularity of public spending

as office bearers and guardians of public money. One of the most crucial functionaries created was the position of Comptroller and Auditor General of India, an office created to enshrine and implement the principle of public accountability on various institutions of the government both at the centre and at the states.

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The Comptroller and Auditor-General became a constitutional authority with a responsibility to aid legislative control

and exercise accountability measures regarding utilisation of public money.

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The financial administration gradually shifted its focus from stability to welfare

of the people, development and equity of the country and the populace as a whole.

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Planning and Budgeting got united in the form of Performance Budgeting in 1974 which gave result orientation to financial processes. The system of financial control has been basically restructured so as to make it an instrument of plan implementation. Significant powers were delegated to various departments

requiring budgetary allocation for implantation of public policies

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through various delegation schemes such as the schemes of 1955, 1958, 1962, 1968 and 1975. The responsibility for financial control

was thus rendered to such departments that require money for implementation of policies and achieves the same by investment, procurement and other methods.
This was broadly achieved by

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two means- First one was the scheme of Integrated Financial Advice and the second was the separation of audit and accounts. In order to meet the growing financial needs of development expenditure, budget became an instrument of resource mobilisation. Consequently, several steps were taken to rationalise tax structure.

Various mechanisms were drawn up to assist the process some of the prominent ones were the

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Kaldor's tax proposals, Wanchoo Committee Report, Jha Committee Report. 1.

Jha Committee: The Indirect Taxa- Enquiry Committee was constituted by the Government of India under the chairmanship of L.K. Jha in 1974. It was set up with the objectives of examining the role of indirect taxation in promoting economic use of scarce resources, in mobilising, its impact on prices and costs and to suggest suitable reforms in the indirect taxation system. 2. Wanchoo Committee: The Direct taxes Enquiry Committee set up by the Government of India in 1970 under chairmanship of Mr. Justice R.N. Wanchoo. The Committee was to
31 recommend concrete, effective measures for unearthing black money, checking avoidance of tax, suggest improvements in tax assessment and administration These initiatives stand out as instances to rationalise the public expenses of the country and suggest changes to make taxation policies more coordinated to help the organisations enhance management of public finances. Deficit finance became a regular feature as the government. The government had to bear costs of various welfare schemes to propel development of the country based on enhancing

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the capabilities of the population. Nationalisation of banking system was considered as an instrument to channel national funds towards development activities.

Financial administration thus too a major burden of helping the country achieve its developmental goals with budget deficits especially from the public sector. The public sector in turn

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assumed significant importance in advancing the goals of development and equity

as investment increased in this sector rapidly. The financial administration thus took on a massive rejuvenation for a newly decolonised country and though the successes of stabilisation, regularity, efficiency, equity was visible, as with every form of bureaucratic order,

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there were certain undesirable consequences. Galloping inflation, sinking balance of payments position, increasing negative returns from public sector, shrinking public savings and resource base etc. have

made some negative impact on the overall picture of Indian economy. These problems

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have had a cumulative impact on financial administration in such a way that the government had to take steps to set right these tendencies,

which again stands testament to the fact that the efficiency of financial administration in India is not only in its active role of maintaining the cohesiveness of Indian financial structure but also learning from the negative impacts of certain policies and reacting to those in a manner that shows the administration is learning with every step. 3.5. CONCLUSION To sum up, financial administration isn't only about its goals and principles and how it functions, it is also about why it is necessary in the modern system. Any form of public administration is as good as its financial resources without which its nothing but a sitting duck susceptible to the fluctuations of the market vulnerabilities and collapse. At every level from policy formulation to implementation to feedback and reaction based on the feedback the financial administrators perform functions are at
32 most times unfathomable to the common masses, but it is these functions that keep the lowest and highest institution within the system functioning in a manner that enhances growth, welfare, safety, balance and above all freedom. In India the function undertaken by the Finance ministry does all these and much more to keep the national exchequer safe from volatile and destructive consequences. Considering the 70+ years of our independence with only minor shocks that have rattled the national economy, it can be safely assumed that the financial administration of India has been functioning responsibly using the public money judiciously and creating a system where growth is supported holistically and in an unencumbered way. 3.6. SUMMARY • Financial administration is not only about goal achievement but also about how the process re-energises the system to keep performing in a cohesive manner. • Every department in a government is centred around the finance provided by the financial administration which allocates money based on budgetary requirements. There is a necessity of different departments to coordinate amongst themselves to keep the process of public financing active and also create a feedback system where if problems faced during implementation, corrective measures could be taken. • The significance of financial administration isn't limited to performance but also keeping public finance safe, the system responsive to change and correction after getting feedback upon completion of government projects related to funding. • Indian administration has gone from decolonised dependent system to a centralised independent one over the course of 70 years. The most recent change has been the deregulation of powers and decentralisation of responsibilities to be more people oriented and create processes that enhance public faith. • The Wanchoo Committee and the Jha Committee have tried to bring in major taxation changes in the system to keep it functioning in a people-oriented manner and stopping it from becoming a slow centralising authority.

33 • The Finance ministry does all the primary functions to keep the national exchequer safe from volatile and destructive consequences and assist in contributing to the overall development of the country in financial matters directly and helping in other situations indirectly. 3.7. KEY WORDS • Unencumbered- Not slowed down, or retarded; free to move, advance, or go forward. • Vulnerability- The condition of needing supportive or protective social services and community resources. • Testament- Evidence of a structured and resolute manner. • Cumulative- Formed by or resulting from accumulation or the addition of successive parts or elements. • Inflation- A persistent, substantial rise in the general level of prices related to an increase in the volume of money and resulting in the loss of value of currency. • Sitting duck- Prone to attack in a situation of being incapable to act or respond in a situation • Decolonised- The state of coming out of being under the rule of a country or gaining independence from a colonial power. • GDP- GDP stands for "Gross Domestic Product" and represents the total monetary value of all final goods and services produced (and sold on the market) within a country during a period of time (typically 1 year). • GNP- Gross National Product (GNP) is the total value of all finished goods and services produced by a country's citizens in a given financial year, irrespective of their location. GNP also measures the output generated by a country's businesses located domestically or abroad. • FDI- Foreign direct investment (FDI) is when a company takes controlling ownership in a business entity in another country. With FDI, foreign companies are directly involved with day-to-day operations in the other country. This means they aren't just bringing money with them, but also knowledge, skills and technology.
34 3.8. MODEL QUESTIONS Short questions • Name any three mechanisms brought in to rationalise the taxation process in India? • What is the meaning of GDP? • What can happen to the national economy if the financial administrators are not performing their duties properly? Medium questions • Which is the institution that coordinates the various departments' budgetary demands in Indian government? • Administration in India is a matter between the politicians and bureaucrats explain the statement? • Write a short note on the importance of financial stability for a nation? Long questions • Discuss the significance of financial administration in modern democracies? • Explain in detail why the smooth and regulated functioning of the financial administrator in a country important for its economy? • List any 3 ways in which public administration enhances the development of national economy? 3.9. REFERENCES
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UNIT 4 DISTINCTION BETWEEN PRIVATE AND PUBLIC FINANCIAL ADMINISTRATION STRUCTURE 4.1.Learning Objectives 4.2.Introduction 4.3.What is private financial administration (management) 4.4.What is public financial administration 4.5.Conclusion 4.6.Summary 4.7.Key words 4.8.Model

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questions 4.9.References 4.1. LEARNING OBJECTIVES After going through this unit, one should be able to: • Explain the

meaning
and
the concept of private financial
administration. • Describe the
differences between public institutions and private institutions in handling respective finances. • Discuss how public finance is oriented towards public policy. • Discuss how private finance is oriented towards profit maximisation. • Bring out the distinction between public and private financial administration both in terms of institutions and processes.
36 4.2. INTRODUCTION Finance is an important function is any business as money is required to support its various activities. No organization in the modern world can survive without a regulated flow of finance. It is the money that flows into any organisation be it public or private that keeps the machine running. The consequences of such a smooth function in case of public institution is the proper implementation of public policies put forward by the state machinery to achieve general public good/welfare. For private institutions the same leads to profit making for the increase and expansion of the institution's economic power and keeping the workforce agile and active for better performance. Public finance implies broadly the money that is with

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the government. It is the branch of economics that assesses the government revenues and expenditure and its adjustment to achieve the desirable objectives. Thus, comprehending the essence of public finance

depends upon an understanding of the nature of economics. This comprehension in modern democracies is done by means of public financial administrators looking after public money. The same is there in private institutions in the form of financial managers who take care of the operations of the institutions keeping the investors' money safe and yield profits. Financial administration is very important to every type of organization. It refers to that part of managerial activity concerned with the procurement and utilization of funds for business purposes. Howard and Upton have defined the financial administration as it involves the application of general management principles to financial operations. The scope of financial administration is very wide and it should not be considered to be merely restricted for raising of capital. It also covers other aspects of financing such as assessing the needs of capital, raising sufficient amount of funds, cost of financing, budgeting, maintain liquidity, lending and borrowing policies, dividend policies and so on. Finance is considered as the life-blood of any business. It is defined as the provision of money at the time it is needed. In the early half of the 20 th century, the job of financial administration was largely confined to the acquisition of funds for meeting the demands of the institutions. Private business firms continued to expand in this era. As the private domain of markets and the markets itself became larger. With increased diversity, greater control of financial operation took precedence and became important. In

37 such a scenario, businesses would remain mere institutions of daily capital rotation rather than serve as developmental structures for their investors and their operators unless adequate money is available to convert them into reality. In essence private financial management is concerned with broadly four tasks. The first and foremost is estimation of the fixed and working capital requirements; secondly, formulation of capital structure; thirdly, procurement of fixed and working capital; and fourthly, management of earnings. With an effective means of implanting the above-mentioned requirements a stable private institution can be financed properly. Thus, a competent form of structure is always necessary to maintain the principles of the finance management so that mismanagement, misappropriation and other form of derailment can be avoided. 4.3. WHAT IS PRIVATE FINANCIAL ADMINISTRATION (MANAGEMENT) As per Francis Fukuyama, the fall of USSR had led to the erosion of substitutive ideologies to market capitalism. Though the theorist has recently taken his assumption back and retracted, the evident truth of modern-day economics is that market politics are heavily sided with the capitalist section worldwide rather than the alternatives of few other nations. In such a scenario where, private business takes precedence in global economy over public financial progression it can be rightly assumed that financial management has grown by leaps and bounds in the present order. To put in simple terms financial management is a managerial activity concerned with planning and controlling of the firm's financial resources to generate returns on its invested funds. The goals of such a firm/institution is primarily raising and using of capital for generating funds and paying returns to the suppliers of capital. This is the core finance function of a firm. Thus, the prerogative for financial managers in private sector remains that the funds raised by the company shall be invested in the best investment opportunities, with an expectation of future benefits. The process of financial management includes various processes that are crucial to an effective utilisation of funds for the company's benefit planning. These processes include

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organizing, directing and controlling the financial activities such as procurement and utilization of funds of the enterprise. It also means applying general management principles to financial resources of the enterprise.

The scope of financial management includes:
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Investment decisions: includes investment in fixed assets (called as capital budgeting). Investments in current assets are also a part of investment decisions called as working capital decisions. • Financial decisions: relate to the raising of finance from various resources which will depend upon decision on type of source, period of financing, cost of financing and the returns thereby. • Dividend decision: The finance manager has to take decision with regards to the net profit distribution. Net profits are generally divided into two: a) Dividend for shareholders- dividend and the rate of it has to be decided. b) Retained profits- amount of retained profits has to be finalized which will depend upon expansion and diversification plans of the enterprise. The financial management

of any institution has to take three important decisions to enhance its economic quality in terms of objective goals- (i) Investment decision- decisions about where to invest fund and in what amount, (ii) Financing decision- decision that answer the question regarding from where to raise funds and in what amount for investment into the company. (iii) Dividend- the amount of money the institution needs to pay for functioning. In simpler terms how much to pay dividend and how much to retain for future expansion. In order to make these decisions the management must have a clear understanding of the objective sought to be achieved. It is generally agreed that the financial objective of the firm should be maximization of owner's economic welfare. There are two widely discussed approaches or criterion of maximizing owners' welfare – (i) Profit maximization. (ii) Wealth maximization. It should be noted here that objective is used in the sense of goal or goals or decision criterion for the three decisions involved.

39 Profit Maximization: Maximization of profits is the process of increasing the gains of a company over a particular period of time on investments, sale or production. Therefore, maximisation of profits is very often considered as the Financial Management's main objective of a business enterprise. The shareholders, the owners of the business invest their funds in the business with the hope of getting returns and the expectation is always targeted at gaining higher dividend on their investment. It is always the profitability of the business which is considered the prime indicator of the sound condition of the organization. The core reason behind this is the fact that it safeguards the economic interests of various social groups which are directly or indirectly connected with the company which includes but doesn't limit itself to the shareholders, creditors and employees. The ideals remains that these units get reasonable return for their contributions to the entity. The proper execution of this is possible only when the company earns higher profits for itself or accumulates sufficient profits to discharge the obligations that are to be honoured by them. Wealth Maximization: The factor of wealth maximization is a universally accepted criterion for financial decision making across institutions. Wealth of an entity is to be calculated in simple terms by adding the assets and subtracting the debts of the entity. If after such a calculation there is an excess resource remaining with the entity that can be termed as wealth of the entity The value of an asset is generally to be viewed in terms of benefits it can produce over the cost of capital investment. Ira Solomon of Tulane University has defined the concept of wealth maximization as follows- "The gross present worth of a course of action is equal to the capitalized value of the flow of future expected benefits, discounted (or as capitalized) at a rate which reflects their certainty or uncertainty. Wealth or net amount of capital investment required to achieve the benefits being discussed. Any financial action which creates wealth or which has a net present worth above zero is a desirable one and should be undertaken. Any financial action which does not meet this test should be rejected. If two or more desirable courses of action are mutually exclusive (i.e., if only one can be undertaken) then the decision should be to do that which creates most wealth or shows the greatest amount of net present worth".

40 In private institutions, financial management has the operational objective to maximize wealth or net present worth. Regarding the same, it can be said that the concept of wealth maximization is based on cash flows (inflows and outflows) generated by the decisions of the financial managers. If inflows are greater than outflows, the decision is productive because the resultant shows that maximization of the wealth of the owners has happened. Administration in the form of management is crucial to the functioning of a private organisation in global market system which is the most pervasive form of economic system available. Though no system is perfect and even after the most secure and stable form of functioning, a firm can be affected due to global forces going haywire such as the one happened in the Great Depression of the late 1920's and the global recession of 2008, but the success of financial managers has been to avert global economic collapse amongst various financial systems and maintaining a healthy financial relationship not only between countries but also between companies as well. 4.4. WHAT IS PUBLIC FINANCIAL ADMINISTARTION Public finance is defined as the study of the financial activities of government and public authorities that work under the government. Though some form of financial administration is prevalent in every country to look after public finance, it is mostly in representative democracies that we see an unencumbered effective financial administration functioning for the good of the people and development of the nation. It describes and analyses the expenditures of government and the techniques used to finance these expenditures. It studies the activities discharged, and services provided by the government and the taxes being used to generate its funds. The public financial administrator examines the influence of government financial operations on growth, employment, prices etc. which are of paramount importance to the ruling as well as maintenance of peace and security in a state. The physical and social infrastructures are integral to the objectives of public finance and can only be looked after by a permanent authority that acts as a bridge between action- oriented procedures and allocation based on analysis of revenues- The Public Financial Administration. In case of India this institution is called the Finance ministry under the government of

41 India which coordinates the total national economy, finance and regulates it for national development. The State's role and activities are all linked to public finance which in turn seen by the administrators in the ministry. In India, State intervention through policies related to public finance, includes ensuring safety and security of the people, which are: • Protection of property rights of the citizens • Reduction of wide regional disparities • Development of physical and social infrastructure • Correction of markets • Lessening the gap between income inequalities • Provision of education, health care, sanitation and hygiene, support price to agriculture etc. Public finance can be explained in the following subtypes- 1)

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Public Revenue Public revenue collects money from the public through direct and indirect taxes penalties, fines, fees, maintenance, etc. 2)

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Public Expenditure Public expenditure is the expenditure for the public like infrastructural facilities, basic health facilities, medical and educational facilities, etc. 3) Public Debt When the expenditure exceeds the revenue, the government can take the help of debt to fulfil the country's needs and run the economy. Public financial administration is

unlimited in it powers to use the revenues earned y the government but the responsibility is also high the scope for individual economic nourishment is very limited in such a scenario. Profit maximisation paves way for public good based on proper implementation of public policies designed in close coordination with the departments that require budgetary allocation. Financial management of the national finances based in public funds, lead to facilitation of economic
42 growth of the country, ensuring full employment of the populace, price stability of commodities in the domestic market and equitable distribution of wealth between the people. These are some of the important objectives of financial administration that make it stand out in stark contrast with private entities under private managers. 4.5. CONCLUSION There is a clear distinction between how a public entity function regarding matters of finance and how a private entity function. Though there may be similarities between the goals and principles of the two, how one manages the finance it generates varies in degrees of both quality as well as quantity. Public financial administration shows the following features- 1) The government agencies under the leadership of the Public financial administrator balance their income and expenditure. 2) A government based financial administration does not save any funds and has to spend whatever revenues have been accrued under a specified budget. 3) The public financial administrator has the power to raise loans internally and from another person or from externally as required under budgetary concerns. 4) There is flexibility in public finances, for example the government cannot resort to deficit financing. The financial administration will be rendered incapable of implementing public policies if such form of economic deficit is faced. 5) Public financial administrators can under directive of the government can take recourse to compulsive measures. 6) The government in case of any emergency has the authority to print notes. Through the national mind and the central bank of a country the government has the right to print notes 7) The scope of public finance is wide. Private finance has limited scope. 8) Public financial administration has to incur a compulsory characteristic as it has to incur certain expenditure which is necessary for example- defence or civil administration, both of
43 which cannot be left to private management as national security and matters of law and order are at stake here. Private financial management on the other hands shows the following features- 1) Individual private entities adjust the expenditure. Financial managers tend to allow expenditure based on the income of the company and thus are limited in action. 2) Private companies tend to save money to hold financial resource and keep it aside for surplus budget. This surplus is to be used on advice of the financial manager but the advice isn't bound on the private owners. 3) A private institution can only take loan from another private entity or from another external agency, the government is liable to help such entities in times of financial ruin incurred by mismanagement. 4) Funds of a private institution are managed by recruited individuals based on contracts rather than expertise based professional work force as mandated and maintained by public financial organisations. 5) A private entity legally has no to use or rather cannot use compulsive measures to get income or revenue. Financial managers can suggest methods of increasing the same but those cant be compulsion based. 6) No entity except the government has the legal right to print notes. Private Financial management is rendered incapacitated in such a situation. 7) Private finance has limited scope as the goals and objectives are limited by goals of profit and wealth maximization. 8) Private finance cannot be optional as some expenses can be postponed.
44 4.6. SUMMARY • Finance is considered as the lifeblood or any business. Scope of financial management includes: Investment decisions, financing decisions and dividend decisions.

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The financial management is generally concerned with procurement, allocation and control of financial resources of a concern.

Its main objective is to maximize the profits and value of shareholder funds. Main functions of financial management are: Estimation of capital requirements, determination of capital's composition, investment of funds, and financial control. • Financial management takes majorly 2 forms to cover the holistic corpus of finance in the world. One is private financial management and the second is the public financial administration. • Private financial management is centred around the goals of profit and wealth. It seeks to protect the investment made by investors in the institution, lessen the cost of production, procurement to save the capital of the firm and pay dividends based on mutually agreeable terms. This holistically enhances the economic condition of the firm, yielding returns for the people who have invested in its production or services as well as maintaining the personnel recruited by paying dividends. • Public finance is a key component of government activity. It deals with government revenue, expenditure, public debt, borrowings, and related financial aspects. This unit provides an overview of the concept of public finance, types, and its linkages with public policy and makes distinction between public and private finance. • Public financial administration is related to the use of public money by the government and its functionaries. In such a situation the government imposes tax on the populace as well as on products to earn a certain amount of money in the name of the national exchequer. It also earns money on sale of goods and services in the form of exports and earns dividends on taxable imports. The money earned is to be used for implementing public policies as devised by the various departments working under the financial administrator of the country.
45 4.7 KEY WORDS • Financial Management- The planning, directing, monitoring, organizing, and controlling of the monetary resources of an organization. • Auditing- An examination and verification of a company's financial and accounting records and supporting documents by a professional, such as a Certified Public Accountant. • Profit- a financial gain, especially the difference between the amount earned and the amount spent in buying, operating, or producing something. • Investment- it is an is an asset acquired or invested in to build wealth and save money from the hard-earned income or appreciation. Investment meaning is primarily to obtain an additional source of income or gain profit from the investment over a specific period of time. • Dividends- Dividend refers to a reward, cash or otherwise, that a company gives to its shareholders. Dividends can be issued in various forms, such as cash payment, stocks or any other form. A company's dividend is decided by its board of directors and it requires the shareholders' approval. • Wealth- Wealth measures the value of all the assets of worth owned by a person, community, company, or country. Wealth is determined by taking the total market value of all physical and intangible assets owned, then subtracting all debts. Essentially, wealth is the accumulation of scarce resources. • Finance- Finance is defined as the management of money and includes activities such as investing, borrowing, lending, budgeting, saving, and forecasting. There are three main types of finance: (1) personal, (2) corporate, and (3) public/government. • Great depression- The Great Depression was the greatest and longest economic recession in modern world history that ran between 1929 and 1941. Investing in the speculative market in the 1920s led to the stock market crash in 1929, which wiped out a great deal of nominal wealth.
46 4.8 MODEL QUESTIONS Short questions What is finance? What is the orientation of private financial management? Explain auditing? Medium questions • Explain in short how wealth of an entity be measured? • What is meant by Great Depression and when did it took place? • Discuss in various way that public money is used by the financial administrators? Long questions • Explain the two major objectives of private financial management? • Discuss in detail how Ira Solomon explains wealth maximization? • Explain any 4 differences between Private financial management and Public financial administration in detail? 4.9 REFERENCES Chandra, Prasanna, (2010), Fundamentals of Financial Management, 5 th edition, Tata McGraw Hill Education, New Delhi.

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47 UNIT 5 IMPACT OF NEOLIBERALISM ON FINANCIAL ADMINISTRATION STRUCTURE 5.1.Learning Objectives 5.2.Introduction 5.3.What is neoliberalism 5.4.Indian experience with neoliberalism 5.5.How neoliberalism changed Indian financial administration 5.6.Conclusion 5.7.Summary 5.8.Key words 5.9.Model questions 5.10. References 5.1. LEARNING OBJECTIVES After going through this unit, one must be able to- • Understand what is meant by neoliberalism • Explain how neoliberalism as a phenomenon changed global markets • Understand what led India to accept neoliberal market policies • Discuss how neoliberal policies changed Indian economy • Analyse the impact of neoliberalism on Indian financial administration 5.2. INTRODUCTION Modern markets have gone through immense changes over the years. Since the times of industrial revolution to the modern age of crypto currency markets have transformed not only economies but nation states as well. The free market describes an economic system where people voluntarily trade with one another in their own self-interest. A purely free market can only be conceptualised with little to no government intervention or regulation, where there is no restrictions and individuals as well as companies are free to trade as they please. The market economy has existed in various forms ever since human beings began trading with one another which can be traced back to barter system prevalent during silk route to the era when gold and silver were prime modes of currencies and to the 48 modern system of paper currency and digital currency. To trace the origins of free markets one can, see their emergence as a natural process of social coordination between groups of people with the intention to exchange good and services against some form of payment. Thus, it was no single intellectual who can be credited for inventing a process of voluntary exchange or private property rights. Rather it likely emerged as the natural outcome of human behaviour. Traditionally various factors have contributed to the dominance of market economies all over the globe. It has made its presence felt in all important spheres of public life as it renders the prime resource for all major functioning-money in the form of finance. Administration has not remained untouched by it about which we will learn in the coming parts of the unit. Majorly, there are two pillars of the market economy: voluntary exchange and private property. It is not possible for trade to occur without one or the other, at least in a market economy. If such an economy is functioning without each of the aforementioned two features it rather becomes a centralised economy. Thus, market economy is only compatible with the ideology of capitalism that allows unrestricted freedom of exchange without interventions or interruptions as capitalism is an organizational system of how goods are created—where business owners and investors (capitalists) assemble productive resources in a centralized entity, such as a company or corporation. These business owners own all of the tools, machinery, and other resources used in production, and keep the majority of the profits. In turn, they hire employees as labour in return for salaries or wages. Labour does not own any of the tools, raw materials, finished products, or profits—they only work for a wage. The free-market functioning as itself describes how the laws of supply and demand will be affected by the decisions of economic actors. A free market may describe the behaviour of consumers in industrial capitalism, but it can also refer to the interactions between traders in pre-agricultural societies. The study of market economics is frequently traced to Adam Smith, who described the relations between producers and consumers in The Wealth of Nations. David Ricardo later formalized a mathematical model of this relationship in The Principles of Political Economy and Taxation.

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49 5.3. WHAT IS NEOLIBERALISM The term 'neoliberalism' passed into popular usage among left-wing commentators in the late 1970s as an essentially pejorative term. It was used widely as a theory that supported free market policies that were developed and implemented in the period when the first woman prime minister of Great Britain, Mrs Margaret Thatcher and the actor turned politician Ronald Reagan became US president in 1979 and 1980 respectively. Essentially, it became known as a set of related public policies that was aimed at deregulating capital markets, embracing 'free trade' globalization, and privatization policies responsible for state assets sale. In essence it meant commercialization and corporatization of government departments with the overall aim of paring back the state and increasing individual responsibility. These were the public policies aimed to increase funding for the private sphere and limited government interference was considered the agenda mostly put forward by conservative and right-wing governments whose intent was directly on limiting the powers of the state, attacking 'big government' and repealing social welfare provisions. The 'Washington Consensus' was a term developed by John Williamson in 1989 to describe the policies of Washington, DC based institutions such as the World Bank, the International Monetary Fund, and the US Treasury in ten points, including: fiscal policy discipline; redirection of public spending away from subsidies to user-pays; tax reform; market interest rates; competitive exchange rates; trade liberalization; privatization of state assets; deregulation; and securing property rights. If we are to see the journey of liberalism in a theoretical sense, there can be simply 3 stages that are considered to be majoritarian trends. a. Neoliberalism in this sense can be seen as the upgraded version of the first kind i.e., Classical Liberalism, which didn't go as far as the its theorists or proponents would have wanted. b. Second being Welfarism (Welfare State) which supported government intervention to the point of protecting and safeguarding the people based on high libertarianism. c. Neoliberalism being the last one which is an overarching theory of today. The Neo-liberal's conception of the minimalist State approximates Classical Liberalism's emphasis on the State
50 being a mere protectionist (law and order) outfit leaving the individuals free to pursue their self-interest in a manner deemed the best possible by them. Neoliberalism holds up the idea that a society's political and economic institutions should be robustly liberal and the system must support all ventures that are capitalist in nature. It will nonetheless be supplemented by a constitutionally limited democracy based on people's vote and a modest welfare state. Neoliberals endorse liberal rights and the free-market economy to protect freedom of the population and promote economic prosperity. This helps the people both in ideal terms as well as materialistic terms. Neoliberals are broadly democratic in nature supporting liberal values, but stress the limitations of democracy as much as its necessity. And while neoliberals typically think government should provide social insurance and public goods, they are sceptical of the regulatory state, extensive government spending, and government-led compulsive policy-making. 5.4. INDIA EXPERIENCE WITH NEOLIBERALISM India's long-time ally, the USSR had collapsed due to the internal inadequacies of its system in the early 1990s. 1991 was the year when all help stopped from the ally and with the problem in the middle east the country was facing an acute economic crisis, which was triggered by an increase in world crude oil prices following Saddam Hussein's onslaught of Kuwait in August 1990. Price of crude oil increased and inflation skyrocketed in many countries. The balance of payments (BoP) situation became unmanageable. The loans that were due for India became a big problem to pay back. The economy was in dire straits. There was a sharp reduction in the foreign exchange reserve due to a sharp decline in capital inflows and the liabilities increased. It was a serious threat to the sustainability of the growth process. India was close to defaulting it dues internationally. The situation can be compared to what Sri Lanka faced recently. To put matters into perspective and to understand the gravity of the situation there is the given conversation between then chief economic adviser to the government Deepak Nayyar and the Managing Director of IMF regarding extension of deadline and the requirement of additional funds to stabilise the economy. the situation was so inflamed that Mr. Nayyar, who went to the IMF for

51 financial support, told Michel Camdessus, the MD of IMF that- 'If the Fund (IMF) cannot extend a lifeline, we will bring the shutters down' which inadvertently meant that India would come out of all global financial obligations and would be forced to work with a 100% state-controlled economy. Consequently, there was a minority government at the Centre under the leadership of Chandra Shekhar but the government wasn't stable and comprised of various parties anti-thetical to the idea of working together. Although the government was making all efforts to come out of the crisis, it could not deal with the economic challenges. There was a need for a strong government at the Centre to deal with and address the economic problems. After the fall of the Chandra Shekhar government, general elections were called. Therefore, the general election of the 10th Lok Sabha was announced and the Congress party emerged as the single largest. The party formed the government under the leadership of PV Narasimha Rao, who appointed the Oxford based economist Dr. Manmohan Singh as Finance Minister in the government. To counter the liquidity problem, the government ushered in policy reforms aimed at speeding up the pace of economic growth. The reforms began with the devaluation of the rupee on July 1, 1991, followed by a second round of transfer of a total of 46.91 tonnes of gold from the reserve assets of the RBI in Mumbai to the Bank of England, which enabled India to borrow $400 million to solve its liquidity problems. Earlier, in the first round, the Chandra Shekhar government had transferred 20 tonnes of gold to the Union Bank of Switzerland in the form of a sale with repurchase option. At that time, the gold was not from the reserves held by the RBI but those confiscated from smugglers and kept with the State Bank of India. The government managed to garner about $200 million to address the BoP problem. July 24 was, by far, the most dramatical day, when the government took two crucial steps. A. First, the government announced a new industrial policy to liberalise the economy, increase employment opportunities, boost production and productivity, make Central public sector units more competitive, and encourage foreign investments. The policy had deregulated the industrial sector substantially.

52 B. Second, the Union Budget presented by Manmohan Singh in the evening changed the destiny of the country. It sought to extend the reform measures taken by the government in the previous months. The aim of the Budget was to address the balance of payments problem and change the structure of Indian economy from state controlled to state coordinated. Thus, structural changes were introduced and in an unprecedented manner for the first time. The economic reform initiated in 1991, followed by further measures undertaken by successive governments, have helped our country emerge as one of the fastest growing economies in the world. The foundation for a new era of development was laid by the Rao-Singh duo, which was built upon by all successive governments. 5.5. HOW NEOLIBERALISM CHANGED INDIAN FINANCIAL ADMINISTRATION Since 1991 many reforms have been introduced by successive governments to make the Indian economy capable enough o sustain itself in the global markets. The 1990s; has a string of coalition governments thus leading to some form of vulnerability but the system maintained by the strong bureaucracy and close coordination of various organisation was able to save itself. It was only with the 1999 NDA -1 (National Democratic Alliance) government led by Atal Bihari Vajpayee that the era of stable coalition governments began in India. With finance ministers such as Yashwant Sinha in its ranks the financial administration was made to become more responsive to the needs of the global market. The next UPA -1 and 2 (United Progressive Alliance) under the former finance minister and then Prime minister Manmohan Singh that the trend continued. The finance ministry introduced various reforms to help the private sector as well as reduce state control-based dependency of the market. Major decentralisation was introduced in various spheres of governmental funding. This included introducing the PPP (private public partnership) model where private companies are encouraged of invest in governmental projects. This reduces the burden on the financial administration and brings private funding into the system. Monetisation of certain public sector companies was Introduced by the UPA 1 and 2 governments in areas of telecom, railways, fertilisers, crude oil and natural gas. Autonomy was provided to state financial administrators as well to encourage the states to being in funding by themselves without being dependent on the central

53 governments for funds. States like Karnataka, Telangana, Tamil Nadu, Gujarat took major strides in walking along the trajectory set by the central government on self-funding. The setting up of SEZ (special economic zones) in various states to lure in industrialists for initiating investment was also a resultant of the Indian financial administration. The NDA2 government under Narendra Modi has only accelerated the process of accepting neoliberal methods which have been evident in his policies such as dismantling the Planning Commission in favour of the NITI Aayog, a think tank that brings in the chief ministers of various states and their finance ministers with the Union fiancé minister and Prime minister to plan about finances of the federative units (states) as well as the Union government. Other policies include monetizing various state resources, institution, decentralisation of powers to the states, deregulation of price of commodities, encouraging private players to take part in government projects, limiting welfare mechanism to help the most needed. All the abovementioned reforms initiated by the financial administrators have opened up Indian economy to an extent unseen before 1990s. but the challenged brought in by removing restrictions has made the system more concerned. The rule of global market economy is that as investment increases so does the probability to defraud such investments for higher gains which are nonetheless illegal. Strict powers have been provided to financial watchdogs as policies have been eased by the government. The increase in powers of institutions such as the Enforcement Directorate, Serious Fraud Investigating Office (SFIO) and SEBI have given the financial administrators newer means to investigate and prosecute perpetrators of financial offences. Cumulatively it can be said that the Indian financial administration has provided a balanced response to the needs of a neoliberal world. Markets have been provided more freedom; capitalists have been provided larger incentives to be part of the economy as well as increase their investment in both private as well as public ventures. At the same time stronger laws have been enacted and watchdogs given more powers to rein in factors that can bring harm to both public money as well as private money. The CAG has been the ever-vigilant accountability instrument that looks after the affairs of the state. Thus, it can be said that Indian financial administration has helped Indian economy find its feet on solid ground in the neoliberal atmosphere and have only enhanced participation of the various 54 units in bringing major changes for the betterment of the system. To neoliberalism as a trend the response has been very balanced and enhancing for the administrators as well as the participants of the economy. 5.6. CONCLUSION Indian economy as gone through major changes in its 70+ years of experience. From the Nehruvian policy of focus on centralised economy to Indira Gandhi's focus on welfarism and slow liberalisation to the ushering of Indian neoliberalism in the early 1990s. liberalisation of policies, privatisation of companies, institutions and globalisation of the economy has brought changes not only to the financial sector of government and private players but have brought in changes in law, policies and above all to the financial administrators. Laws have been revamped to help neoliberal polices of market freedom, private investments, public private cooperative ventures etc. the government has introduced special economic zones and foreign direct investment of make the system responsive to global standards. This approach though has been full of caution and thoughtful irrespective of governments. India is a country of great diversity and the aspirations are as many as the people that reside here. Financial aspirations have been the cornerstone of these aspirations as its only with economic growth that a country can establish itself in the global order and therefore it becomes of utmost importance that the country's financial system in in sync with the global trend. In that case the majoritarian system prevalent in the world is the neoliberal system, and its of much importance that India takes the stride in the right direction. Indian financial administrators have ushered new beginnings for its financial structure and have answered its call to inject proper change when the situation demands it. It has been the same with neoliberalism that finance ministers, bureaucrats have brought in requisite changes to start the liberalisation, privatisation and globalisation of the Indian economy. The recent deregulation of commodity prices, decentralisation of powers, demonetisation, digitization are just the most modern steps in the process that began in the 1990s.

55 5.7. SUMMARY • Neoliberalism is the newest version of the liberal theory that has been majorly accepted by the world economy along with its components of market economy and capitalism. The feature of neoliberalism includes market freedom, decentralisation of powers by governments and more impetus on private investments to target more profit. • Indian liberalisation began in the early 1990s's with the Narsimha Rao govt bringing in major policies to usher in liberalisation, privatisation and globalisation of Indian economy as pressures of controlled economy as well as external help were strained during this era. • Indian financial administrators from the start have been very flexible in their approach to global changes. The advent of neoliberalism was incorporated soon with new laws to decentralise the role of government in controlling the economy. There was major shift to coordinating rather controlling of economic ventures. • Indian institutions have been cautious while ushering a new age for Indian neo liberalisation. SEBI. SFIO, CAG have been ever vigilant in their approach to safeguard the system from malfunctions as well as intentional harm. The strength of Indian financial administration is thus rooted in its ability to bring in changes when required while keeping gatekeeping structures intact for the proper functioning as well as safeguarding of finances of both public and private in nature. 5.8. KEY WORDS • Neoliberalism- Neoliberalism is contemporarily used to refer to market-oriented reform policies such as "eliminating price controls, deregulating capital markets, lowering trade barriers" and reducing, especially through privatization and austerity, state influence in the economy. • Wage- a fixed regular payment earned for work or services, typically paid on a daily or weekly basis. • Barter system- Barter is an act of trading goods or services between two or more parties without the use of money —or a monetary medium, such as a credit card. In essence,
56 bartering involves the provision of one good or service by one party in return for another good or service from another party. • Pejorative- anything that expresses or is expressing contempt or disapproval. • Liberalisation- Liberalisation is the process or means of the elimination of control of the state over economic activities. It provides a greater autonomy to the business enterprises in decision-making and eliminates government interference. • Privatisation- Privatization occurs when a government-owned business, operation, or property becomes owned by a private, non-government party. Privatization may also describe a transition that takes a company from being publicly traded to becoming privately held. • Globalisation- Globalization is the word used to describe the growing interdependence of the world's economies, cultures, and populations, brought about by cross-border trade in goods and services, technology, and flows of investment, people, and information. 5.9. MODEL QUESTIONS Short questions • Name two leaders and their policies that brought forward neoliberalism into the mainstream? • Explain any 4 features of neoliberalism? • What crisis led to the Narsimha Rao government to initiate economic reforms in India? Medium questions • Explain the institution of NITI AAYOG? • What is Washington Consensus? • Explain the transition of Indian economy from state controlled to liberal economy? Long questions • Explain the term Neoliberalism in detail? • Evaluate the impact of neoliberal policies on India financial administration? • Critically examine the phenomenon of neoliberal market policies?
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58 BLOCK II Unit 1 Concept of Fiscal Policy- equality and social justice STRUCTURE 1.1 Objectives 1.2 Introduction 1.3 What is Fiscal Policy? Relation of Fiscal Policy with equality and social justice 1.4 Role of Fiscal Policy in India 1.5 Fiscal Policy in India- a historical understanding, important breakthroughs and challenges 1.6 How far Indian fiscal policy could attend to equality and social justice in India? 1.7 Conclusion- how the discussion fulfilled its objectives 1.8 Summary 1.9 Keywords 1.10 Model questions 1.11 References 1. 1.1 Objectives- • To understand the concept of fiscal policy and its connection with social justice and equity • To understand the role of fiscal policy in India • To learn how India had designed its fiscal policy framework and how it has averted financial crises • To understand how social justice and equity have been enabled by fiscal policy in India 1.2 Introduction This unit deals with the concept of fiscal policy. It specifies how fiscal policy in India is designed and how it manages the economy of the nation. The exhaustive discussion that follows is divided into sections. The first section elaborates on the meaning of fiscal policy and understands how it is connected with enabling social justice and equity in India. The second section presents an overview of the role of fiscal policy in India. The third section goes on to give a brief idea about the evolution and functioning of fiscal policy in India and discusses how fiscal policy has been redesigned to cope up with external and global financial crises. The last section attempts to understand how social justice and equity have been preserved or can be attained by fiscal policy in India. 1.3 What is Fiscal Policy? Relation with Equality and Social Justice

59 Fiscal Policy refers to Government's management of the nation's economy by determining how financial resources are to be raised and spent in the nation. It is based on the ideas of J M Keynes, the British economist which state that the governments influence the macroeconomic productivity in the nations by deciding on the increase and decrease of raising and spending of public finances. This relates to the fact that the involvement of the government is a necessary factor in entailing a vibrant economy. Following from this, the sole aim

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of fiscal policy is to ensure economic growth and development in any nation. Such economic growth and development must be

comprehensive as to ensure poverty reduction, employment generation, social inclusion and equity in the nation. As such, Fiscal policy has to be so developed that it could ensure equality and social justice in the nation. The economy of the nation has to be so monitored that it can ensure social justice and equality in the society which means that all should benefit from economic growth and development. Fiscal policy has a major contribution towards this. Musgrave (1959) points out three aims of fiscal policy to the end of social justice and equality- • Fiscal policy should ensure macroeconomic stabilization • Fiscal policy should improve resource allocation and • Fiscal policy should mitigate distributional disparities To ensure macroeconomic stabilization, Fiscal policy should be so designed that it can avert the pressures of unemployment and inflation. Fiscal policy also has the capacity to keep fiscal deficits and public debt stable and sustainable. The fiscal policy contains potential to adjust the expenditure and tax policies of the government in such a way that it can deal with critical market failures and ensure long term development. Fiscal policy should be so designed that it can adjust distribution of income, opportunities, assets and market risks so that general social welfare is sustained. Brahmabhatt and Canuto (2012) in their work designed a framework outlining the development and growth objectives of fiscal policy for developing nations which will be presented here- Growth Equity Social risk management Fiscal policy rationale Macroeconomic stabilization Resource allocation: address market failures Distribution Instruments and Institutions Constraints

60 Instruments and Institutions Constrai nts Source: Brahmbhatt and Canuto (2012) 1.4 Role of Fiscal Policy in India- • Development The primary objective of fiscal policy in India is to ensure economic growth and development which is attained by mobilization of resources. Political economy and institutional capacity constraints Fiscal sustainability Efficiency costs of taxation and borrowing Public spending levels, composition and efficiency Tax policies and revenue mobilization Financing and public balance Sheet Public financial management and governance of institutions

61 • Efficient allocation of Financial Resources The designing of fiscal policy and its implementation should be such that it could ensure efficient and economical allocation of financial resources for various developmental functions in the nation on the part of the Central and state governments. Developmental functions refer to expenditure on transport, infrastructure, housing and the likes. Finances are also required to be allotted for non developmental functions like defense, subsidies, interest payments and many more such activities. • Reduction in inequalities of Income and Wealth Fiscal policy in India thrives towards ensuring social justice and equity in the nation. This means distribution of income in such a way that the gap between the higher income groups and poorer sections can be bridged. The taxation regime is designed in such a way in the country that this objective can be fulfilled. • Price Stability and Control of Inflation Fiscal policy has to be so designed that inflation can be controlled. This is to be achieved by the means of reducing fiscal deficits among other things. • Employment Generation Fiscal policy in India also ensures employment generation. Investment in infrastructure creates employment. Again "

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Lower taxes and duties on small-scale industrial (SSI) units encourage additional investment and consequently

generates additional employment" (R and Balan P 2018: 507) • Balanced Regional Development Balancing regional development can also be enabled by fiscal policy. Expenditures on developmental projects on backward regions are a major step towards this •

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Reducing the Deficit in the Balance of Payment "Fiscal policy tries to encourage additional exports by manner of financial measures like Exemption of taxation on export earnings, Exemption of central excise duties and customs,Exemption of nuisance tax and tariff, etc" (

ibid) • Capital Formation Economic growth can be enhanced by accelerating capital formation. If fiscal policy is efficiently designed it can encourage savings and discourage disembursements and as a result capital formation can be ensured. • Increasing National Income
62 As fiscal policy aims at enhancing economic growth of the nation, this will increase the gross domestic product of the nation, per capita financial gain and the value of the country. • Foreign Exchange Earnings Fiscal policy is designed as such that it could ensure effective foreign exchange earnings- "These

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policy tries to add extra exports by manner of financial Measures like, exemption of taxation on export earnings, exemption of excise tax and octopi, etc. exchange provides business enterprise advantages to import substitute industries. The exchange achieved by means of exports and saved by way of import substitutes helps to solve

the balance of payments problem" (R and Balan P 2018: 508). 1.5 Fiscal Policy in India- a historical understanding, important breakthroughs and challenges Fiscal policy refers to the overall economic strategy of the country for development a growth in the nation. The overall economic framework of the government includes how to collect revenues in the country so that expenditure and investments can be made. This therefore covers taxation policy, expenditure policy, and measures to manage debt, deficits or surplus. Fiscal policy in India has evolved according to the various circumstances which the nation has faced over time. This section deals with how the fiscal policy in India has been shaped and evolved over time so that it could response to internal and global financial crises. India has a federal structure of governance with a three tier system where powers and functions are divided between the Centre, states and local levels like municipalities and Panchayats. The Constitution of India has elaborated on the fiscal policy framework of the nation whereby the taxation powers and spending responsibilities of each of the three tiers of governments have been specified. In addition to this the Constitution has provided for the formation of a Finance Commission at the national and state levels every five years in order to give guidance to the centre and the states with regard to fiscal matters. Along with these the Constitution also provides for the preparation of an annual financial statement by the centre and the state governments which have to be presented to the legislature. This financial statement is termed as the annual budget which elaborates on the estimated income and expenditure of the governments for the upcoming year. Therefore, the Constitution of India has provided the architecture for the fiscal policy in the nation. However going beyond fiscal provisions, in India there has been the formation of a planning commission every five years to plan for long term economic development objectives for a period of five years. The implication of this planning process for fiscal policy was in the planning process- "the planning process is the division of expenditures into plan and non-plan components. The plan components relate to items dealing with long-term socio-economic goals as determined by the ongoing plan process. They

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often relate to specific schemes and projects. Furthermore, they are usually routed through central ministries to state governments for achieving certain desired objectives. These funds are

generally in addition to the assignment of central taxes as determined by the Finance Commissions" (De 2012: 7). The planning process in the nation for development and growth by virtue of a planning commission in India was replaced with the formation of the Niti Aayog in 2015 when Narendra Modi took over the Prime Minister ship in India. Niti Aayog was formed by a resolution of the Union Cabinet emerging as a policy think tank of the government

63 which was to provide directional and policy inputs to the government- "This was done in order to better serve the needs and aspirations of the people of India" (https://www.niti.gov.in/niti/content/overview). India followed a planned economy since 1950. This meant that economic development was mostly planned in the country and there was increased emphasis on the development of public sector enterprises for attaining economic growth and industrial development. Evidently there was imposition of strict administrative controls on private industries and there prevailed a system of licensing and quotas for private enterprises. Along with this, there was restriction on external trade and imports. The fiscal policy framework therefore functioned under the background of a planned economy. The main role of fiscal policy under this system "was to transfer private savings to cater to the growing consumption and investment needs of the public sector. Other goals included the reduction of income and wealth inequalities through taxes and transfers, encouraging balanced regional development, fostering small scale industries and sometimes influencing the trends in economic activities towards desired goals" (Rao and Rao cited in De 2012: 8). Under this framework, the taxation regime was aimed towards extracting revenues from private sectors in order to fund public sector and also to achieve distributive justice and bridging inequalities. The Central and state tax revenues did increase at this point under this framework. However this system was designated to be inefficient and inequitable because the tax base was too narrow with an inadequate reporting of taxation bases and incomes. Although tax reforms were initiated the problem of tax evasions was present. Under this framework, expenditures were less which led to revenue surpluses both at the centre and in states. Revenue surpluses refer to a condition where revenues are more that the estimated expenditure of the government. This situation was altered by limited reforms whereby liberalization in trade, promotion of exports and investment in modern technologies were encouraged. This led to increased expenditures also sustained by borrowings from domestic and foreign sources. Conditions arose where India's external debt and expenditure patterns became unsustainable. This situation was accompanied by a balance of payment crises caused by external and domestic events- "The First Gulf War caused a spike in oil prices leading to a sharp increase in the government's fuel subsidy burden. Furthermore, the assassination of former Prime Minister Rajiv Gandhi increased political uncertainties leading to the withdrawal of some foreign funds" (De 2012: 14). Such conditions propelled the government to change the economic strategy in the nation having major implications for reforms in subsequent fiscal policy framework. Such crises saw the commencement of economic liberalization in India. This major shift from a planned economy to an open economy enhanced privatization, foreign investment and scrapping down of the hitherto prevailing restrictions on private sectors in forms of licenses and quotas. The fiscal policy framework also underwent reforms to conform to such changes. There were changes in the taxation regime and in the expenditure pattern. The tax reforms were such that rates of all major taxes were reduced, attempt was taken to minimize tax exemptions and deductions, laws and procedures of taxation were modified, attempt was taken to improve administration of tax and there was the introduction of increased computerization and modernization of the information system. However the tax system had preferential treatments and tax deductions as tax incentives for achieving socio-economic goals like setting up

64 industries in backward areas, promotion of exports and development of technology. Such incentives led to the concept of zero-tax companies where tax liabilities of companies were minimized. To counter this phenomenon, the concept of Minimum Tax Alternative (MTA) was introduced which required companies to pay 30% of its profits as tax. Along with this, other attempts were taken to expand tax base increase revenues of government. In spite of major reforms in taxation regimes, the reforms of state governments were inadequate and sporadic. As a result of this realization, the indirect tax regime was simplified. There was a change in the expenditure policy of the government which meant a reduction in subsidies provided by government and reduction of non-capital expenditures. Reforms in fiscal policy framework which led to increase in revenue of the government due to changes in tax administration and expenditure control of the government. This led to a control on government's fiscal deficits and more prudent handling of external debts. In order to bring about a more effective fiscal discipline, FRMBA was introduced in 2003. This Act- "gave a

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medium term target for balancing current revenues and expenditures and set overall limits to the fiscal deficit"

and "enhanced budgetary transparency by requiring the government to place

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before the Parliament on an annual basis reports related to its economic assessments, taxation and expenditure strategy" (

De 2012: 19). The global financial crisis that took place in 2008 affected the Indian economy in three ways- "contagion risks to the financial sector; the negative impact on exports; and the effect on exchange rates" (Kumar and Soumya cited in De 2012; 20). However India could face the challenges posed by the global financial crisis quite effectively as a result of its prudent fiscal policy framework in operation. A prudent fiscal policy framework was accompanied by a well organized and regulated financial sector and capital account policy, large foreign exchange reserves and sufficient domestic consumption. Owing to the crisis, India took upon the task to keep its fiscal policy efficient. As a part of this, expenditure policies of the government was managed whereby now the focus was more on outcome than on allocations. It has been observed

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that "fiscal prudence and the desire to limit the public debt through better revenue and expenditure outcomes has been fairly institutionalised in the Indian policy matrix" (De 2012: 24) Brahmbhatt and

Canuto in a comprehensive study regarding how developing countries coped up with the challenges that the global financial crisis of 2008 has posed to their economies addressed the issue that fiscal policy in such countries should be operationalized in such a manner that distributive effects of such policy should be just and effective. They claim- "There are additional tools that may help policy makers better prepare to address the distributional impacts of the next crisis. The first is a simple qualitative questionnaire on fiscal decisions implemented at the sectoral level in a given period. The second tool is an approach to conducting ex ante microsimulations that focus on opportunities rather than on outcomes in the hope that the traditional short-term analysis of welfare outputs may be complemented with a discussion of the longer-term effects on equality of opportunity" (2012: 6) 1.6 How far Indian fiscal policy could attend to equality and social justice in India? If fiscal policy has to be so designed that social justice and equity can be ensured, Indian fiscal policy has been able to move towards this aim. Fiscal policy in India could ensure distributive
65 justice whereby it has been instrumental in uplifting the weaker sections of the society as various 0qeexpenditures have been initiated by the government attending to issues of distributive justice like health, education, food and gender. However the allocation of scarce resources is a dilemma that the fiscal policy framework must attend to. To ensure redistribution the financial burden certainly increases as more programmes may require more expenditure and this may lead to a fiscal deficit. S S Tarapore acknowledges that- "What is unfortunate is that the fiscal deficit is attributed to subsidies for the weaker sections, and various programmes for alleviating poverty are erroneously deemed to be inefficient. When the fisc spins out of control and fiscal consolidation becomes necessary, invariably it is the weakest segments which bear the burden of adjustment while the stronger segments are well equipped to defend their turf Thus, it is not sufficient to focus on the aggregate of fiscal consolidation but how it is achieved" (Tarapore 2019). The present government has been credited for undertaking initiatives for the upliftment of the weaker segments of the population. The fiscal policy framework in India has been structured and restricted for ensuring redistributive justice in the nation although it led to many other problems- Until 1980s, high rates of income taxes were imposed on the higher income groups in the country in order to ensure redistribution of income. However such punitive measures led to the prevention of productive activity and high level of tax evasions. From 1980s therefore the direct tax regime has been excessively diluted which resulted in the income tax rates to fall too low. Besides income tax, other taxes which have been diluted are wealth tax, gift tax and capital gains tax with excise duty being abolished. The population however bears the burden of an aggressive indirect tax regime. Tarapore claims- "While not going back to the earlier confiscatory direct tax regime, there is merit in a golden mean under which the direct tax regime can be increased gradually while the harshness of the indirect tax regime is eased. This would be a salutary measure towards reducing the iniquity of the present tax regime" (Tarapore 2019). Also the Chief Justice of India, S.S Bobde observed that if the tax regime has to ensure social justice it should be against both excessive taxation and zero taxation. He claimed- ""

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arbitrary and excessive tax results in social injustice by the government...

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While tax evasion is a social injustice to fellow citizens, arbitrary and excessive tax also results in social injustice by the government" (

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news/economy/policy/arbitrary-or-excessive-tax- results-in-social-injustice-by-a-government-cji-bobde/

articleshow/73587557.cms) 1.7 Conclusion The above exhaustive discussion could fulfill the objectives of this unit. It analysed that fiscal policy is designed in India in such a manner that the objectives of social justice and equity can be achieved. Its taxation policies and expenditure policies are redesigned so that redistribution of income can be facilitated and the economically weaker sections of the society can be uplifted. Fiscal policy has the role of promoting development in the nation by enabling infrastructural growth, generating employment and by upholding distributional justice. Fiscal policy is designed so that balance of payment crisis can be averted. Fiscal policy in India id designed under the auspices of the Constitution of the country. It has evolved as the Indian economy moved from a planned one to a liberalized one. Taxation policy, expenditure policy, investment policy have been formulated in India so that the challenges that global financial
66 crises put on Indian economy could be faced. Again these policies depend on how social justice can be ensured in the nation. Whether taxation and expenditure should be more or less depend on the aim of enabling social justice and equity in India. 1.8 Summary • Fiscal Policy refers to Government's management of the nation's economy by determining how financial resources are to be raised and spent in the nation. • The sole aim

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of fiscal policy is to ensure economic growth and development in any nation. Such economic growth and development must be

comprehensive as to ensure poverty reduction, employment generation, social inclusion and equity in the nation. • Musgrave (1959) points out three aims of fiscal policy to the end of social justice and equality- Fiscal policy should ensure macroeconomic stabilization, should improve resource allocation and should mitigate distributional disparities • The role of fiscal policy in India is to ensure development, social justice, and employment, mitigate balance of payment crisis, ensure equality, and reduce regional disparity among other things. • The Constitution of India has elaborated on the fiscal policy framework of the nation • The fiscal policy framework therefore functioned under the background of a planned economy until 1980s. Under this framework, the taxation regime was aimed towards extracting revenues from private sectors in order to fund public sector and also to achieve distributive justice and bridging inequalities. • After liberalization, the tax reforms were such that rates of all major taxes were reduced, attempt was taken to minimize tax exemptions and deductions, laws and procedures of taxation were modified, attempt was taken to improve administration of tax and there was the introduction of increased computerization and modernization of the information system. • India could face the challenges posed by the global financial crisis of 2008 quite effectively as a result of its prudent fiscal policy framework in operation. A prudent fiscal policy framework was accompanied by a well organized and regulated financial sector and capital account policy, large foreign exchange reserves and sufficient domestic consumption. • Fiscal policy in India could ensure distributive justice whereby it has been instrumental in uplifting the weaker sections of the society as various expenditures have been initiated by the government attending to issues of distributive justice like health, education, food and gender. 1.9 Keywords- Fiscal Policy, social justice, equality, taxation, expenditure, fiscal deficit, resource mobilization 1.10 Model questions

67 1. Explain the concept of fiscal policy (6 marks) 2. How is the concept of fiscal policy related to the idea of social justice and equality?(12 marks) 3. What is the role of fiscal policy in India? (18 marks) 4. Analyse how fiscal policy has been redesigned since 1950s to adapt to financial crises. (12 marks0 5. Point out the difference between the fiscal policy framework during a planned economy and during liberalization. (18 marks) 6. Could Fiscal policy ensure social justice in India? (12 marks) 1.10 References and further readings Brahmbhatt, Milan and Otaviano Canuto (2012): "Fiscal Policy for Growth and Development", Economic Premise, No. 91, pp 1-7

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news/economy/policy/arbitrary-or-excessive-tax- results-in-social-injustice-by-a-government-cji-bobde/

articleshow/73587557.cms Tarapore, S.S (2010): "Fiscal Policy Must be Consistent with Distributive Justice", Inclusion, Mainstreaming the Marginalized, available at http://inclusion.skoch.in/story/511/fiscal-policy- must-be-consistent-with-distributive-justice-811.html

68 Unit 2 Budgeting STRUCTURE 2.1 Objectives 2.2 Introduction 2.3 What is a budget?- principles and objectives of budgeting in India- analysis of past budgets – their principles 2.4 Types of Budget in India 2.5 Budgetary procedure in India 2.6 Analysis- transparency and participation in Indian Budgeting 2.7 Conclusion 2.8 Summary 2.9 Keywords 2.10 Model questions 2.11 References 2.1 Objectives- The objectives of this discussion is- • To make the readers acquainted with the principles and objectives that have guided budgeting in India • To understand the process of budgeting in the country • To understand that in a democratic nation like India, budgeting should conform to the principles of citizen participation and accountability 2.2 Introduction This unit discusses the concept of budgeting in India. Budgeting is the process through which the Budget is prepared.

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The term "Budget" comes from the French word- "bougette" which means a leather bag or wallet. In the words of

Dimmock, "

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A Budget is a financial plan summarizing the financial experience of the past stating a current plan and projecting it over a specified period of time in future".

This unit elaborates on the concept of budget, its types, its principles and objectives in the context of India, the process in which a budget is prepared in India along with an analysis of how the process of budgeting should be made more participative and accountable in the nation being in tune with democratic principles.
69 What is a budget?- principles and objectives of budgeting in India- analysis of past budgets – their principles A budget is a financial plan for a specified period of time, usually a year that includes the estimation of the revenue and expenditures of the government. Estimation of revenue includes the resources and income mobilized from different tax and non-tax revenues. Expenditures include expenses to be made for various programmes, projects, schemes d other public activities of the government. Therefore a budget is basically a plan of the government regarding how to collect revenue and where to use the same for public benefits. However a budget also contains statistical data regarding the financial performance of the government in the preceding year. The period for which the budget is prepared is known as the financial year. In the beginning of such a financial year, the government presents before the Lok Sabha the annual financial statement that shows an item wise estimation of the revenue expected and the expenditures anticipated. The financial year in India begins from April and ends in March in the next year. The financial plan for a year is generally prepared keeping in mind the objectives of the government towards the economic development of the nation. Therefore the budget is prepared in such a way that a balanced and sustained growth in the economy is enabled. This entails an increase in the Gross Domestic product (GDP) of the nation. This stable economic growth is to provide for an enhanced standard of living for the citizens of the nation. Budget has its aim also to ensure equality and social justice in the nation. As such, eradication of poverty, problems of unemployment, reduction of inequalities, redistribution of income, provision of basic services to the people involve major objectives of how to utilize the financial resources of the nation. In India, budgets have been prepared since independence and these have tried to cater to the objectives of ensuring economic growth and social justice in the nation. What follows is a brief analysis of the principles and objectives that guided Indian Union budgets since Independence- In the pre-liberalization era, budgets in India were broadly determined by the following principles and objectives- 1. Self sufficiency in food production, defence services and civil expenditures. Development of the agricultural sectors and the public enterprises. 2. The after effects of partition and natural calamities affecting many parts of India at this time determined the objectives

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of budget which were- reintroducing food control, increasing supply of food grains at fair price and limiting food imports from overseas.

Along with these many development projects were conceived which were to be sanctioned through loans to be taken from IBRD and IMF. 3. Formulating plans that could utilize the nation's resources in the most effective way. 4. Development of the education sector including provision of grants to states for basic, secondary and university education and provisions for scholarships to students belonging to the Scheduled castes/classes and other backward classes. 5. Increase expenditure on development, production, expenditure and investment along with the savings rate of the common man. 6. To provide for export promotion. 7. To provide for greater participation of citizens in enabling the growth of industry. 8. There was an attempt to make budgets more people-centric which included social welfare and pension schemes.
70 9. Provision of employment opportunities, encouragement of small enterprises and entrepreneurs. 10. To ensure rural and urban development. 11. Launching of Farmers' service societies to provide credit to farmers to enable processing and marketing their produces. 12. Improvement of socio-economic conditions of the vulnerable sections in the society like the Scheduled Castes. Budgets in the post-liberalization period was guided by the following principles and objectives- 1. Rapid technological development was ensured 2. Public expenditure on social welfare and infrastructure was emphasized on. 3.

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To promote India as major software development centre in the world. 4.

Budgets were designed to be pro-poor. 5. Budgets were also designed to ensure inclusiveness and sustainable development. 6. Priorities were given to the development of youth and women. What can be deduced from the above discussion is that the principles and objectives guiding budgets in India emphasized on a development that would ensure social justice and improved standard of living in the nation. i. Types of Budget in India According to Bhagwan and Bhushan (2014), classification of budgets can be done on the basis of the following principles- (i) the period covered (ii) Number of budget introduced in the legislature (iii)The overall financial position depicted in the budget (iv) The principle adopted in taking the items of income and expenditure in the budget (v) The classification of the receipts and expenditure in the budget. In India, budgets are of three types- balanced budget, surplus budget and deficit budget. Balanced Budget- The Budget is said to be balanced when there is parity between the estimates of expenditure and the estimates of income. Under such circumstances there exists financial stability. However the situation of a balanced budget may pave hindrance in the way of undertaking more of social welfare activities by the government. However, "the ideal stand is that the government must increase its spending to bridge the gap between the expenditure that is needed to sustain full employment and the actual spending" (https://www.businessinsider.in/here-are-the-types- of-government-budgets-in-india/articleshow/67698823.cms). On the other hand the Budget becomes unbalanced when the estimated spending of the government exceeds or is less than the estimated income of the government. Surplus Budget-
71 A Budget is surplus when the estimated expenditure is less than the government's income. Such a budget indicates that the government draws more money from the economy than what is pumped into it. Deficit Budget- Contrary to the Surplus Budget, in a Deficit Budget, the estimated expenditure of the government exceeds the estimated income. It is believed that

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a deficit budget "is the most common kind of budget presented by the most popular democracies in the world today.

This is done to meet the growing needs of people". It has the advantages of mitigating conditions of unemployment and recession. ii. Process of Budgeting in India- The process of budgeting in India goes through the following process- 1. Preparation of the Union Budget 2. Enactment of the Union Budget- i. Presentation of the Union Budget to the Parliament ii. General discussion on Union Budget in both the houses of the Parliament iii. Detailed discussion on the Budget in Lok Sabha and demands for grants by some ministries iv. Scrutiny of the demand for grants by the standing committees v. Voting for the demand for grants vi. Appropriation and Finance bills are passed 3. Execution of the Budget 4. Oversight of the Budget after being passed 1. Preparation

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of the Budget- The Union Budget is known as the Annual Financial Statement

and as it is prepared it contains of many parts which will be discussed shortly. Before that it is imperative to understand the procedure for the preparation of the budget. At first, a preliminary estimate is prepared by the heads of the local offices who are the disbursing officers. These estimates are scrutinized and reviewed by Controlling officers. Such revised estimates are further scrutinized and reviewed by the Accountant General and the Administrative department which are now reviewed by the Ministry of Finance. These estimates receive final consideration from the Union Cabinet after which the Budget is prepared to be presented before the Indian Parliament. The estimates are nothing but an estimate of the expenditures and revenues of the government for the upcoming financial year. After this estimate of expenditure and revenue is prepared, these are matched so that any gap between the two can be identified. The shortfall is corrected by revising tax rates or internal and external borrowings as it is deemed feasible. After the deficit is narrowed the budget on acquiring its final shape is ready to be presented before the Parliament. The Budget consists of the following documents- Summary documents- • Budget speech- It consists of the main tax and expenditure proposals
72 • Budget at a Glance- this specifies briefly the total funds that the government has acquired through taxation and borrowing and how this fund is to be spent and the budget deficit or surplus is to be corrected. • Annual Financial statement Expenditure documents- • Expenditure Profile- It is a summary of all the total expenditures of the ministries. This also presents a category wise breakdown of various expenditures at present. • Expenditure at Budget- This is a presentation of a detailed breakdown of expenditures of all the ministries. • Demands for Grants and Appropriation Bill- These documents are constitutionally granted to be prepared so that the Parliament can provide the grants as demanded by various ministries for many programmes or schemes. These have to be voted for in the Parliament to be passed. Receipts documents- • Receipts Budget- It specifies in a detailed manner how the government deems to raise revenue from different sources. • Finance Bill- It is a bill which has to be presented to the Parliament so that amendments can be brought about to introduce changes in tax structures as proposed by various ministries. • Memorandum on the Finance Bill- This document explains the provisions in the Finance Bill in simple language. FRBM documents- • Macro-Economic framework- This contains the prospect for the economic growth of the country. • Medium-term Fiscal Policy- This specifies targets for tax and non-tax receipts and control of budget deficits. • Fiscal Policy strategy- It presents a statement that specifies the following of sound fiscal policy. 2. Enactment of the Union Budget As the budget is presented to the Union Parliament, a general discussion is held on it by both the houses- Lok Sabha and Rajya Sabha. General discussion is limited to just an examination of the proposals of the different ministries. After this phase of general discussion, the estimates of expenditures by different ministries as presented in the Annual Financial Statement which are called Demand for grants as explained above are examined in a detailed manner by Parliamentary Standing Committees. These standing committees comprise members from both the Lok Sabha and the Rajya Sabha. Standing committees examine "(i) amount allocated to various programmes and schemes under the Ministry, and (ii) trends of utilisation of the money allocated to the Ministry" (overseeing public funds). After such examination which may require the ministries to attend to the queries of the committees or by taking recourse to expert advice, a report is submitted to the Parliament. These recommendations of the standing committees are useful for discussion in the parliament as to approval of the grants demanded by various ministries before voting on these.
73 Generally, the Lok Sabha discusses four or five demands for grants of particular ministries. The ministries whose demand for grants will be discussed are decided by the Business Advisory Committee of the Parliament. This discussion is proceeded voting on the grants and therefore their approval or disapproval. Disapproval is expressed through "cut motions" which if passed signifies a loss of confidence on the government leading the cabinet to dissolve. Cut motions can be moved to reduce the amount of grants demanded by ministries. These cut motions are expressed by- "(i) to Re 1 to signify disapproval of the policies of that ministry, (ii) by a specific amount (an 'Economy' cut), or (iii) by a token amount of Rs 100 to express a specific grievance". After the grants are voted for, these are consolidated into the Appropriation bill which authorizes the government to spend money for the specified expenses

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from the Consolidated Fund of India. The Consolidated Fund of India

consists of all the receipts and borrowings of the government. The Appropriation bill is passed in the Lok Sabha after which the Finance bill is also taken up for consideration and passage. After the bills are passed in the Lok Sabha, these go to Rajya Sabha which can only provide recommendations to these but constitutionally is devoid of making any changes to these. 3. The Execution of the budget The Executive is responsible for the Union Budget to be executed. There are two principles which are followed in the execution of the budget. These are- "(i) it must confirm to the terms of the Appropriation and Finance Acts; and (ii) That there must be a high degree of honesty, integrity and efficiency" (process). In the process of execution, first the assessment and collection of funds are done

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by two statutory committees- Central Board of Direct Taxes and Central Board of Excise & Customs. The

Reserve Bank of India (RBI) and the State Bank of India (
SBI) are the custodians of public funds in India who disburse the funds. 4. Oversight of the Budget- Although the Executive is responsible for the execution of the Union Budget, the Legislature continues to scrutinise the utilization of the funds in the most appropriate manner as sanctioned by the Parliament to various ministries. Such scrutiny is undertaken by two financial committees of the Parliament- Public Accounts Committee (PAC) and the Estimates Committee. The Controller and Auditor General (CAG) of India is constitutionally vested to audit and present a report to the Parliament on the income and expenditure accounts of the Government. The Public Accounts Committee is responsible to examine the findings of the audit report of the Controller and Auditor General. The principal function of this committee is to scrutinise if the government has spent the money according to the purpose for which the fund was sanctioned. The Estimates committee has the function to- "(a) report on the improvements and administrative reforms that can

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be made, (b) to suggest alternative policies in order to bring about efficiency in administration,

and (c) to suggest whether the proposed expenditure is within the limits of government policy" (overseeing public funds).

74 iii. Analysis- transparency and participation in Indian Budgeting Public participation in the Indian Budgetary process is an important matter of debate because "To help ensure that services respond to citizens' needs and are of good quality, citizens – the recipients of services – must engage throughout the budget process" (Duggal et al. 19). According to the open Budget Index which is a study by the IBP, "India provides citizens with "some information" on the central government's budget and financial activities, while some countries, such as France, the US, South Africa, New Zealand, the UK, and Slovenia, provide "extensive information" to their citizens." (Bhanu, 1079). There exists transparency as to the budgetary process in India and opportunities exist for the public to participate in the same. Some civil society organizations are working to make the Budget pro=poor- "Developing Initiatives for Social and Human Action (DISHA) is perhaps the pioneer organisation in India working on budget analysis with perspectives for marginalised sections of people. There are other organisations like the Public Affairs Centre, Centre for Budget and Policy Studies, Samarthan Centre for Budget Studies, Centre for Budget and Governance Accountability (NCAS programme), Social Watch Tamil Nadu, and Budget Analysis Rajasthan Centre, which work on budget analysis mainly with the viewpoint of the social sector and other sectoral issues" (Bhanu, 1079). However it is certainly put forward that "the government should increase public participation in the budget formulation process and publish a pre-budget statement to facilitate this. Second, the government should strengthen sub-national budget transparency. Third, the government should mandate civil society participation in the planning and budgeting of programmes that directly benefit citizens through service delivery" (Duggal et al 19). The Fourteenth Finance Commission is a great attempt towards introducing greater transparency, accountability and public participation in the budgetary process of the country. It specifies how transparency and accountability of the budget can be ensured through measures like introducing pre-budget statement, sub-national transparency and greater civil society participation. A pre-budget process signifies the release of the budget strategy of the government for the upcoming year ahead of the presentation of the draft budget in the Parliament. This pre-budget statement should provide for formal opportunities for the engagement of civil society, legislative members, media, and business in the discussion of resource allocation and policies to be introduced. Inputs from these sectors certainly will enable more public participation in the budgetary process. Publication of information on the plans of government on broad sectoral allocations, tax and non-tax reforms and fiscal objectives will provide enough scope for greater public debate so that inputs coming from such debates find place in the draft budget presented. The simple release of budget documents to the citizens does not ensure participation from them in the budgetary process. Provision of relevant, accessible and timely information to citizens which are of personal interest to them like allocation of funds for the improvement of schools, roads and such sectors may induce public discussion on these issues. This has greater scope for the ordinary citizens and local civil society organizations to engage more in providing inputs to the budget. There are instances of civil society participation in budget formulation- "The peoples planning initiative in Kerala, wherein planning and budgeting for about 40% of the development budget is done directly by gram sabhas and other citizen committees.. In Nagaland, the village development committees (VDCs) engage directly with local

75 development and budget allocations" (Duggal et al: 21`). However, more such initiatives are required if more accountability and transparency have to be achieved in budgeting. Towards this end, Duggal et al lay out some recommendations based on the report of the Fourteenth Finance Commission "Recommending the publication and dissemination of a pre-budget statement and related budget information that will increase civil society and legislative participation in formulation of budgets; • Further, to strengthen the quality of budget information in line with Sundaramurti Committee recommendations, grants would be required for upgrading institutions, particularly the treasury management system in the country; • Developing a rational basis for increased and effective allocation of resources to the social sectors so that the objectives of the programmes are effectively achieved. • Grants for institutionalized mechanisms with respect to better access to and dissemination of quality budget information at the sub-national level, especially district and sub-district levels. • Making mandatory civil society participation for planning and budgeting (like PIPs, untied funds, etc) for programmes which directly benefit citizens through service delivery and benefits." (Duggal et al., 22) 4.Conclusion The discussion in the previous sections attempted to cater to the objectives of this unit. It explained the concept of a budget and explored the principles of Indian budgeting by unearthing the objectives and functions towards which the annual Indian Budgets were guided. It could be concluded that Indian budgeting has been focussed towards ensuring a development in the Indian economy which could uplift the standard of living of its citizens and ensure social justice. The Budgetary process in India is a long drawn affair as has been explained in detail. The process of budgeting in India primarily starts with the finance ministry and involves the Parliament in sanctioning the final budget as prepared. An important aspect of budgeting in India is that the Budget in working is left for scrutiny by constitutional requirements. However it has been observed that budgeting in India has to acquire more accountability at a preparation stage along with robust participation of the people. 5. Summary 1. A budget is a financial plan for a specified period of time, usually a year that includes the estimation of the revenue and expenditures of the government. 2. The financial plan for a year is generally prepared keeping in mind the objectives of the government towards the economic development of the nation.

76 3. Budget has its aim also to ensure equality and social justice in the nation. 4. The principles and objectives guiding budgets in India emphasized on a development that would ensure social justice and improved standard of living in the nation. 5. In India, budgets are of three types- balanced budget, surplus budget and deficit budget. 6. The Budget is said to be balanced when there is parity between the estimates of expenditure and the estimates of income 7. On the other hand the Budget becomes unbalanced when the estimated spending of the government exceeds or is less than the estimated income of the government. 8. The process of budgeting in India passes through
the following stages-

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Preparation of the Union Budget, enactment of the Union Budget, execution of the Budget and

oversight of the Budget
after being passed. 9. There exists transparency as to the budgetary process in India and opportunities exist for the public to participate in the same. However it has to be more robust bringing out pre- budget statements for public scrutiny and enough civil society engagement in the process. 6. Keywords Annual Financial Statement, Economic development, Social Justice, Lok Sabha, Rajya Sabha, Accountability, Public Participation, 2.10 Model questions- 1. What is meant by budgeting? (6 marks) 2. What are the principles guiding budgeting in India? (12 marks) 3. What were the guiding principles of the Union Budget in India in the pre- liberalization era? Was there any difference in principles guiding the Union Budget in the post-liberalization era? (18 marks) 4. Explain the types of Budgets in India (6 marks) 5. Elaborate on the content of the Indian Budget (6 marks) 6. Explain the process of budgeting in India (18 marks) 7. What happens after the budget is passed in India. Elaborate on the process of oversight of Indian budget (12 years) 8. How can public participation be enhanced in the process of budgeting in India? (12 marks) 2.12 References Hukil, Roomana (2019): "Analysis of Union Budget since 1947", DownToEarth, available at https://www.downtoearth.org.in/coverage/economy/analysis-of-union-budget-since- 1947-56867 Bhanu, Vinod (2007): "Making the Indian Budget How Open and Participatory?", Economic and Political Weekly, pp. 1079-1081.

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78 • To analyse and scope and potential of non-tax based revenue in the nation 3.2 Introduction- This unit discusses the issue of resource mobilization in India which essentially refers to how revenue is generated in the country by the government so that the developmental activities of the nation can be funded. Revenue in the country is generated by virtue of taxation and other methods. Taxation refers to a compulsory charging a portion of the income from individual citizens and institutional units in the nation. This power of taxation is granted to the Central government, state governments and municipal units with their scope being delineated by the constitution of India. The government can tax its citizens and institutional units either directly or indirectly. Direct taxes are those which are levied on the incomes and profits of the citizens and organizations while indirect taxes are levied on goods and services. Apart from tax based sources, the government collects its revenues from sources which are non-tax in nature. This includes charging citizens for various services that the government provide to them. The discussion in this unit covers an analysis of how resource mobilization takes place in the nation through tax and non-tax means. It starts with an analysis of tax based revenue sources of the government. Here some taxes as levied by the government are specifically discussed. This includes one tax which is direct and is levied by the Centre- Income tax, one tax which is direct and is levied by states- Corporation Tax, one tax which is indirect and is levied by states- Goods and Services Tax, and one tax which is direct and is levied by Municipal bodies- Property tax. In discussing each of these tax based revenue sources, the potential of these towards revenue generation is analysed. The discussion then proceeds towards an analysis of the potential of non-tax based revenue in the nation. Thereafter it is followed with concluding remarks and a summary of the entire discussion. i. Resource Mobilization in India Resource mobilization refers to the generation of income or revenues by the Government of any nation, in the present case of India so that the various investments and expenditure requirements in the nation can be met. Revenue is generated in the country by means of taxation. However there are other sources of resource mobilization which are essentially non- tax in nature. What follows is an exhaustive discussion on the scope of resource mobilization in India by means of tax and non-tax sources. Taxes in India can be levied by the Central government and the state governments as guaranteed and specified by the constitution of India. Local self governments like the Municipal bodies are also given some powers as to levying of taxes. Some tax based revenues and their scope which will be discussed in this unit are- income tax, agricultural income tax,

79 corporation tax, excise duties and customs duties As mentioned there are other non-tax revenues of the government, some of these will also be dealt with as the discussion proceeds. ii. Tax based revenues Income Tax Income tax is a tax that is levied on incomes and profits of individuals and firms. It is an inevitable imposition on the incomes of the citizens of the country by virtue of which the development needs of the country can be funded. It may be defined as "taxes on the non- agricultural incomes of three types of assess: Individuals Hindu Undivided families, unregistered firms and other associations of persons" (Gupta 2009) Income tax is regarded to be a very important source of revenue for the Indian government. However revenue generated from income tax remains low in India. Following Richard Goode, certain conditions which are required for the income tax to be used as a potent source of revenue is not compatible to the Indian scenario. These are- " the existence of a predominantly money economy, a high standard of literacy, prevalence of honest and reliable accounting, a large degree of voluntary compliance on the part of tax payers, a political system not dominated by wealthy groups acting in their self-interest, and honest, reasonably efficient administration" (Rajeev). The lack of buoyancy in generating enough revenues from income tax in India can be attributed to factors like no proper coverage of the working population, exceptions and deductions in levying income tax and large scale exemptions from income tax. However measures have been taken in the nation owing to various tax reforms for increasing revenue generation from income tax. Reforms in tax structure have led to better results in terms of revenue generation from income tax. Income tax is designated to have enough potential for contributing generously to the total revenue of the Country. This is because the number of taxpayers has evidently increased over the years. It is observed that simplification of tax rate and broadening of tax base will positively impact upon more generation of revenue from income tax. Revenue responsiveness from income tax can be further increased if the following factors are considered- • Reduction in top marginal rate of Personal Income tax. • Reduction in the number of tax slabs, thereby resulting in the simplification of tax structure. • Increasing compliance through wider coverage of tax assesses in terms of PAN, TDS and TIN. • Increase in the number of tax assesses. • High GDP growth rate. (Gupta 2009). Corporation Tax Corporate tax is another important means of generating revenue in the country. Tax levied on the profits of joint stock companies is referred to as corporate tax. Corporate tax is also a necessary imposition as "a corporation tax is also needed to prevent retained profits from escaping taxation, because they would not be included in the income of shareholders" (Rajeev).
80 However with regard to India, the corporate tax structure is very complex. In the words of V.G Rao, "An examination of the overall corporate structure system and changes that have been attempted over the period leads to the inescapable conclusion that the structure is a maze of complexities and confusion. This is a result of the frequent changes that have been practiced with respect to the revenue code, in the name of disallowances, partial or total, concessions and incentives, and the differentiation of companies on the basis of the class, status and size. No doubt, discretionary tax changes are essential for meeting revenue emergencies. But too frequent changes are unhealthy and at times prove uneconomical. They lead to greater uncertainty in tax administration and creation of tax loopholes." (Rajeev) Reforms have been undertaken with regard to the corporate tax structure in order to ensure its efficiency. Recently the present finance minister- Nirmala Sitharaman has claimed that the corporate tax rate will be reduced from its present rate which is 30% to 22%. Also the corporate tax rate for firms which receive no incentives or exemptions will be reduced from 35% to 25%. Again the corporate tax of manufacturing firms will also be cut from 25% to 15%. This initiative is taken so that a reduced corporate tax rate can move up investments and give a boost to the Indian economy that is faltering. A Prasanna who is the head of ICICI in Mumbai claims that this tax reform is a positive move towards the simplification of the corporate tax structure and this would lead to an increase in investments and jobs (https://www.bbc.com/news/business-49764964) B.K Goenka, the president of Assocham claims with regard to the tax reform- "The

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corporate tax cut is the single biggest reform in the last two decades..

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This is hugely competitive as compared to India's closest manufacturing rivals like Vietnam, Indonesia and Bangladesh. I believe it would be a great catalyst to the Make in India programme for attracting foreign investment. The timing is also perfect as this comes at a time when key American companies are caught in a trade war with China and are looking at alternative global manufacturing bases"

Goods and Services Tax (GST) Goods and Services Tax is designated to be the outcome of the greatest reform in the taxation regime of the country. Introduced in 2017 the GST subsumes seventeen indirect taxes under its domain

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including the excise duty and sales tax. GST is "currently levied on every product except petroleum, alcohol, tobacco and stamp duty on real estate in four slabs of 5, 12, 18 and 28 per cent. Most of the daily use articles have zero GST as per the latest revision of the tax rates last year (

https://www.indiatoday.in/india/story/2-years-of-gst- hits-misses-and-future-1559678-2019-07-01) It has been observed that owing to this reform, the

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revenue base has gone up significantly- "The average revenue collection per month in the eight months of 2017-18 was Rs 89,700 crore per month. This propelled the annual revenue collection by about 12 per cent...The monthly average revenue collection increased further in 2018-19 by about 10 per cent to Rs 97,100 crore" (

https://www.indiatoday.in/india/story/2-years-of-gst-hits-misses-and-future-1559678- 2019-07-01). However the revenue collection targeted from GST has not been fulfilled-"

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In 2018-19 Budget, the GST collection was estimated at Rs 7.4 lakh crore which was revised later in 2019-20 interim budget to Rs 6.4 lakh crore. But the finance ministry's figures show that the 81 actual GST collection for 2018-19 was around Rs 5.8 lakh crore, a significant shortfall of over 20 per cent compared to budget projection" (

https://www.indiatoday.in/india/story/2-years-of- gst-hits-misses-and-future-1559678-2019-07-01). GST is believed to have enough potential for a lot of positive changes in the Indian economy. It has the potential to increase the price of agricultural produce, it could reduce the cost of manufacturing industries, it can bring down the cost of housing to the extent of embedded taxes thereby being beneficial to the poor. Also the GST is so designed that it could lead to reduction of poverty in the country- " At present, primary food articles like rice and wheat are liable to tax by many States either by way of purchase tax or sales tax at a lower rate. But under the GST, all food items covered under the public distribution system including rice and wheat are proposed to be exempted. As a result primary food articles like rice and wheat would be exempted from GST. Since expenditure on food constitutes a large proportion of the total consumption expenditure of the poor, the GST is designed as a poverty reduction initiative. Like food, basic health and education services are also intended to be fully exempted. In any case, as at present, these services will continue to be exempted from tax and therefore no additional burden will arise on account of the switchover to GST" (Thirteenth Finance Commission referred to in Vasanthagopal 2011: 145). GST also hold potential for increasing income and output of various sectors. This in turn would lead to increased employment opportunity. Most importantly, GST would enhance revenue generation and thereby resource mobilization of the government. As Vasanthagopal argues- "Since all goods and services would be under the purview of GST, it is expected that the number of exemptions would reduce very much. Again, the tendency of tax evasion by producers and distributors will be low as to the single (or dual) and low rate of tax proposed under GST. Further, increased GDP, indirect positive impact on direct tax collections, gain for the government on account of reduction in the price level of a large number of goods and services consumed by the government as a result GST etc. a flawless GST would trigger an increase in the government revenue" (Vasanthagopal 2011: 145-146). What is required for the Goods and Services tax to act to its potentials is a flawless and rational designing and implementation of this tax reform. iii. Non-Tax Revenues of the Government Besides generating revenue from taxation, the government in India also collects revenue from sources which are non-tax in nature. There exists wide range of non-tax revenue sources for the government in India- "

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when people avail services offered by the government, like electricity, telecommunication, DTH, broadband etc, they pay bills, which include the share of non-tax revenue as the government provides infrastructure support to facilitate the services. The government also collects interest as non-tax revenue on the loans and funds advanced to states for various purposes. So, the government collects non-tax revenue in return for providing/facilitating any goods or services" (

https://www.financialexpress.com/what-is/non- tax-revenue-meaning/1762795/) It is believed that non-tax sources could become a more important source of revenue generation for the government in India that tax based sources. This is because in the wake of globalization the government will be losing its ability to tap important tax bases and therefore greater

82 attention has to be paid to generation of revenue from non-tax based sources. Some scholars claim “these bases include increasingly mobile capital, skilled labour and footloose industries. Reduced government bargaining power will lead to decreased taxation of these bases, a trend that has already begun and of which several telling examples are to be found both in developed and developing countries” (Dasgupta: 1). In order to analyse the contribution of non-tax based sources to revenue generation and therefore resource mobilization in India, it is important to understand the definition and scope of such non-tax revenue sources in the country. Arindam Das Gupta makes a significant attempt towards this end. Taxes are compulsory, unrequited payments made by individual citizens and institutional units to the government in either cash or kind. Non-tax revenues sources may be compulsory and requited, voluntary and unrequited and voluntary and requited. Earmarked taxes, fines or penalties are examples of compulsory requited payments. Earmarked taxes refer to tax receipts from state budgets like Government of India’s education cess. Fines and penalties are accounted for as both tax receipts and non-tax receipts. Earmarked taxes may act as substitutes for user charges as user charges are often difficult to collect. Bird identifies sources which can be earmarked. These include taxes to fund social security schemes, fuel taxes for roads, pollution levies for protection of environment and the likes. Fines and penalties are accrued from citizens who break the laws. Fines should however conform to the particular crime committed which indicates that fines should not be exceeding the crime. Dasgupta puts forward the design for fixing fines and penalties for non-compliance to the law of the land- “ 1. Penalties for lesser degrees of non-compliance should, following the principle of marginal deterrence, be less than the marginal social loss so that citizens have the incentive to substitute away from higher levels of non-compliance 2. The procedure for levy of penalty should be transparent and not subject to administrative discretion. 3. Penalties for corruption or inaction by bureaucrats and political representatives should be high enough to reduce opportunities for non-compliant citizens ("gainers") to compensate bureaucrats or representatives who are punished” (Dasgupta: 6). Voluntary and unrequited payments include those payments which are made as contributions to the government. One example is contribution made to Prime Minister’s Relief fund. Other examples are gifts and donations to the government which however are not major sources of income. Besides this, unclaimed dues are also voluntary and unrequited payments to the government which come as windfall gains. This contributes almost negligibly to the government revenue. However “The key question is to what extent rigidities in government procedures and red tape impede recovery of dues from the government by citizens. Greater hurdles cause them to become arbitrary involuntary and unrequited payments or, that is, arbitrary taxes. In case of such hurdles, any growth in these receipts should be viewed as a decline in the effectiveness of non-tax revenue performance” (Dasgupta: 7) Non-tax revenues which are voluntary and requited can be further classified into revenue coming from assets, revenue coming from the sale of goods and services and revenues accruing from the sale of licenses and permits for regulated activities. Revenue from assets includes sources like property resources of the government. Examples can be given of forest, wilderness, marine habitats, exhaustible or renewable natural resources which are not granted private property rights and assets created from government investments like public sector undertakings, roads, irrigation, infrastructure capitals and the likes. Revenue accrued from

83 exhaustible and renewable resources happen to be the most important source of non-tax revenue in many states in India. Revenue from the sale of goods and services include sale of infrastructural services which are known as user charges. When the public is charged for utilizing government services, these charges go to the government in form of user charges and designated as an important source of non-tax revenue. Goods and services which can be considered chargeable by the government may possess characteristics like "(a) excludability, (b) congestibility (or rivalness), (c) geographical coverage (or localness), (d) external effects, (e) private information about the good, (f) supply risk and (g) lumpiness or economies of scale" (Dasgupta: 7). Charging for Goods and services possessing these characteristics are deemed to be socially desirable and acceptable. Revenue from licenses and regulated activities include business and shop licenses, construction and land use permits, examination and inspection fees and the likes. However this source is not considered to be very important source of revenue in the current times in India. Non-tax revenues in India form an important source of revenue for the government. There exist a vast number of sources under the category of non-tax revenue. A broad classification as provided by Arindam Dasgupta has been presented in the above discussion. 4. Conclusion- The above exhaustive discussion on resource mobilization in India could fulfil the objectives of the unit. It could identify the sources of income for the government both tax and non-tax based. It analysed how taxation being an important source of revenue generation do contribute generously to resource mobilization in the nation. However there exists some discrepancy in the taxation regime which if rectified can increase the buoyancy of these taxes. For instance, the coverage of income tax must be enhanced and tax evasion from income should be kept in check. Again the structure of Corporation tax should be made simpler and more effective. Also the Goods and Services Tax (GST) should be implemented in a rational manner. As for non- tax based revenue generation, the scope of non-tax revenues should be understood. It is only by this that resource mobilization can be appropriate and efficient to the cause of development and growth of the nation. 5. Summary- • Resource mobilization refers to the generation of income or revenues by the Government of any nation, in the present case of India so that the various investments and expenditure requirements in the nation can be met • Revenue in India is generated through taxation • Taxes are direct like income tax and indirect like Goods and Services Tax (GST)

84 • Taxes can be levied by centre like income tax, by states like Goods and Services Tax (GST) and by Municipalities like Property tax • Income tax is regarded to be a very important source of revenue for the Indian government. However revenue generated from income tax remains low in India • It is observed that simplification of tax rate and broadening of tax base will positively impact upon more generation of revenue from income tax • Tax levied on the profits of joint stock companies is referred to as corporate tax. • The corporate tax structure is very complex. Measures have been taken to reduce the tax rate and hence simplify its structure. • Goods and Services Tax is designated to be the outcome of the greatest reform in the taxation regime of the country. This tax has a lot of potential in raising the revenue but it must be implemented rationally. • Besides generating revenue from taxation, the government in India also collects revenue from sources which are non-tax in nature • It is believed that non-tax sources could become a more important source of revenue generation for the government in India that tax based sources • Non-tax revenues sources may be compulsory and requited, voluntary and unrequited and voluntary and requited. • Earmarked taxes, fines or penalties are examples of compulsory requited payments • Examples of voluntary and unrequited payments are contributions to government, gifts and donations. • Non-tax revenues which are voluntary and requited can be further classified into revenue coming from assets, revenue coming from the sale of goods and services and revenues accruing from the sale of licenses and permits for regulated activities 6. Keywords Resource mobilization, revenue, Tax based revenue, noon-tax based revenue, Income tax, Corporation Tax, Goods and Services Tax, User charges 3.9 Model Questions- 1. How is resource mobilization done in India? (6 marks) 2. What are the various sources of revenue generation in India? (12 marks) 3. How is taxation a potential source of revenue generation in India? (18 marks) 4. Analyse the scope of direct taxes as sources of resource mobilization in India (12 marks) 5. Analyse the scope of Goods and Services Tax (GST) as the greatest reform in India's taxation regime in generating growth in India's economy (12 marks) 6. Explain the non-tax based sources of revenue generation in India (6 marks)

85 7. What is the scope of non-tax based revenues in contribution to resource generation in the country (12 marks) 8. Classify the types of non-tax based revenues in India (18 marks) 9. What are the voluntary and requited non-tax sources revenue in India (12 marks) 3.10References and Further Readings BBC News (2019): "India delivers surprise corporate tax cuts to boost economy", available at https://www.bbc.com/news/business-49764964

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86 Deficit Financing STRUCTURE 4.1 Objectives 4.2 Introduction 4.3 What is deficit financing? 4.4 Effects of deficit financing in India 4.5 Solutions for controlling budgetary deficits 4.6 Conclusion 4.7 Summary 4.8 Keywords 4.9 Model Questions 4.10 References and Further Readings 4.1 Objectives The objectives of this unit are- • To understand the concept of budgetary deficit and deficit financing • To know the effects of deficit financing in India • To understand how the condition of budgetary deficit can be averted • To know viable solutions to prevent budgetary deficit and hence deficit financing 4.2 Introduction This unit discusses the concept of deficit financing. Deficit financing is a reaction of the government to the situation of budgetary deficit in the country. Deficit in the budget arises when the revenue of the government falls short of the expenditure. To order to cope up with this situation the government collects additional finances. This action of the government is known as deficit financing. The discussion in this unit starts with elaboration on the concept of deficit financing and the process of deficit financing in India. It then goes on to discuss the various effects of deficit financing in India. Thereafter the discussion ends by pointing out the various warnings of budgetary deficit in a country and viable solutions for preventing the negative impacts of deficit financing. i. What is deficit financing? The budget of the government which is prepared for every year presents the estimated revenue and expected expenditures of the upcoming year. When the expenditure of the government is less than the revenue, there is a situation of budget surplus. On the other hand when the revenue falls short of the expenditure, there is a condition of budgetary deficit. The means undertaken by the government to finance this deficit is known as the phenomenon of deficit financing. The situation of budgetary deficit arises evidently when the expenditures of the government cannot be met through the normal sources of revenue like taxation and the likes. Under such circumstances, in order to meet the additional expenditures the government takes resort to other
87 means which are designated as means of deficit financing. Deficit financing is done through borrowing from domestic or external sources, drawing upon the country's foreign exchange reserves or by printing money. These measures have significant implications and therefore influence the economy- "

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excessive printing of money leads to inflation. If the government borrows too much from abroad it leads to a debt crisis.

If it draws down on its foreign exchange reserves, a balance of payments crisis may arise.

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Excessive domestic borrowing by the government may lead to higher real interest rates and the domestic private sector being unable to access funds resulting in the „crowding out" of private investment.

Sometimes a combination of these can occur. In any case, the impact of a large deficit on long run growth and economic well-being is negative" (De 2012: 4). Therefore the government has to prevent the condition of excessive budgetary deficit. This is not to say that budgetary surplus is a desirable phenomenon for a developing country like India. This is because in a developing nation there is a huge requirement for investment in infrastructural development and social welfare and having a surplus budgetary condition at the expense of long term growth is not a desirable situation. Therefore "The challenge then for most developing country governments is to meet infrastructure and social needs while managing the government's finances in a way that the deficit or the accumulating debt burden is not too great" (De 2012: 4). As deduced from the above discussion, the need for deficit financing arises when there is a budgetary deficit. Deficit in the budget occurs as a result of many things. The primary reason for this is that there are certain elements in government spending which grow at a much higher rate than the rate of growth of tax receipts. Deficits in budget occur also when national emergencies have to be met. Other circumstances when deficits occur are when there are "

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shifts in government spending, changes in the competitive environment, globalization, presence of shadow economies, fraud in government programs, role of multinationals, and income distribution that affects private consumption expenditures" (

Jadhav and Neelankhavil 2011: 86). In India which is a developing nation, economic growth is a requisite. Economic growth certainly requires heavy expenditures from the government which the normal sources of revenue may not be able to match to. As a result of which the condition of budgetary deficit arises leading to the necessity for deficit financing. There are many conditions which may arise in the country making deficit financing essential.

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These are- "To finance defence expenditures during war ii. To lift the economy out of depression so that incomes, employment, investment, etc., all rise iii. To activate idle resources as well as divert resources from unproductive sectors to productive sectors with the objective of increasing national income and, hence, higher economic growth iv. To raise capital formation by mobilizing forced savings made through deficit financing v. To mobilize resources to finance massive plan expenditure If the usual sources of finance are, thus, inadequate for meeting public expenditure, a government may resort to deficit financing" (

http://www.economicsdiscussion.net/public- finance/deficit-financing/deficit-financing-meaning-effects-and-advantages/17460)
88 In order to ensure deficit financing, in India additional finances are accumulated from three important sources- First, the central bank of the country which is the Reserve Bank in India gives credit to the government. Second, the government receives credit from commercial banks and other banks. Last, the government withdraws its cash balances from the Reserve bank of India. In all these three cases government receives the additional finances from the Reserve Bank of India (RBI). While the first and the third sources are evidently pointing towards money withdrawn from RBI, the second also indicates money from RBI- "in the case of the commercial banks investing in government securities, it is done so with the help of the cash reserves of the banks lying with the RBI. Cash reserves with the banks or with the RBI are not the part of money supply. So when the banks invest in government securities, their cash reserves with the RBI are debited in their accounts and credited to the account of the government and when the government spends this amount, the supply of the reserve money in the economy gets increased" ii. Effects of deficit financing in India In order to cope with the situation of budgetary deficits, taking recourse in deficit financing has implication for inflation. Deficit financing raises aggregate expenditure which in turn pushes up the aggregate demand. This leads to inflation in economy. The inflationary potential of deficit financing can be explained through an example- Assuming the velocity of money in terms of units "Let the number of goods available for transactions be 1000 units and the initial money supply with the public Rupees 2000, government having no money. Now the government wants to have half the output that is 500 units of goods. It neither taxes people nor borrow from them; it prints Rupees 2000 worth of currency notes. The total money supply impinging on the unchanged stock of goods would now be Rupees 4000. The price under competition of people with the government will push the price of the commodity to Rupees 4 a unit. At the new price the public with their Rees 2000 would purchase 500 units of the commodity; with their money the government would take away the remaining 500 units of the commodity either for boosting production or for wading war. Thus, deficit financing will force society in real terms 500 units the government would use unleashing inflation in the economy" (Hasan 2018: 5). Inflationary tendencies of deficit financing depend on what the additional finances are spent for. If it is for unproductive activities like war where no addition is made to the nation's wealth and no productive capacity of the society is enhanced, a situation of hyperinflation is created. On the contrary if deficit financing is undertaken for development expenditures, although money supply increases it may not lead to inflation. This is because investments in developmental activities lead to the increase in productivity. This can be an antidote against price inflation. Also

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the "most important thing about deficit financing is that it generates economic surplus during the process of development. That is to say, the multiplier effects of deficit financing will be larger if total output exceeds the volume of money supply. As a result, inflationary effect will be neutralized" (

http://www.economicsdiscussion.net/public- finance/deficit-financing/deficit-financing-meaning-effects-and-advantages/17460) It is believed that a mild dose of inflation may be beneficial to the process of development in developing countries like India only if the rate of price rise is kept minimum and viable. Again "To ward off possibilities of getting inflation out of hand, effort is made to pull back the created money into savings' fold accompanied with a well managed system of price controls and rationing of wage goods" (Hasan 2018: 8). However such a system has potentials for creating black markets and corruption. Therefore such initiatives must be made according to ethical standards.
89 What immediately happens when deficit financing is resorted to is that money supply with the public increases. This increase in money supply results in many different things like a price inflation, or expansion in output and employment. The intensities of these will vary in different circumstances. This variation of intensity further is dependent on the actions of the public whose purchasing power increases as a result of increase in the money supply. The public with increased purchasing power may either hold money which is called liquidity preference, or may spend the money which is referred to their propensity to consume or may have inclinations towards investment which is designated as the investment-demand schedule. The behavioral pattern of the public owing to increased money supply however is also determined by fiscal and monetary authorities who decide on the quantity of money supply. For instance as a result of the decisions of fiscal authorities when money supply increases in the economy, it may bring up the income of the citizens in forms of wages, salaries, rents, profits and the likes. This evidently leads to an expansion of consumer spending. However not much expenditure of the government takes place in increasing the income of the citizens and therefore the rise in income subsequently becomes less. Yet this increase in income augments the productive process in the economy. This happens when the increased money in the hands of the public goes into savings which subsequently are used for business investments. However as an effect of deficit financing the purchasing power of the public does not increase at an equal level. Deficit financing most evidently leads to inequality in income distribution. Deficit financing may lead to the creation of excess purchasing power. However this is combined with the inelasticity in the supply of essential goods resulting in rise in price. Under such a circumstance, the economically rich section benefits while the low income groups are disadvantaged. Thus deficit financing holds potential for propelling social injustice. However social justice can be kept intact under deficit financing if the additional finances are spent on public good and social welfare programmes. However deficit financing also possesses the scope for inducing economic development. Economic development depends on capital formation which in turn depends on savings. In developing economies like India however has fewer saving to ensure enough capital formation. Under the circumstance of deficit financing led inflation, capital gets accumulated so that it can be utilized for economic development. Owing to such inflation the producers benefit more than the fixed income earning group. As a result of this aggregate savings increase which leads to capital formation leading to acceleration of economic growth. Again inflation caused by deficit financing has an impact on reducing consumption of the public. This leads to a condition of forced savings which may lead to capital formation holding potential for economic development. In less developed countries deficit financing is used to mobilize savings which can be used

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to increase capital. This "technique of deficit financing results in an increase in government expenditure which produces a favourable multiplier effect on national income, saving, employment, etc" (

http://www.economicsdiscussion.net/public-finance/deficit- financing/deficit-financing-meaning-effects-and-advantages/17460) However if the resources remain underutilized the multiplier effect of deficit financing might not show positive results. Therefore deficit financing employed for economic development may not yield results due to many other factors like

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shortage of capital equipment, lack of technical knowledge and entrepreneurship, lack of communications, market imperfections

and the likes. India undertook the means of deficit financing in order to ensure economic development after independence during its initial planning years which could lead to positive outcome which
90 however was not long lived - "The First Plan was designated largely to agriculture and irrigation; the second (1956-1961) aimed at industrialization and transportation, but agriculture got its due. Emphasis on expanding the public sector continued in view of the declared objective of establishing a socialistic social order. Emboldened by the success of the First Five Year Plan, the size of the Second Five Year Plan in outlay terms was raised to rupees 480 billion of which no less than rupees 120 billion or 25% was to be the deficit finance component. The two plans raised the GDP of the country at constant prices by 42 % and per capita income by 18% despite rapid increase in population. 30 years were also added to the life expectancy of an average Indian. Laudable achievements these were wherein deficit financing contributed significantly as a tool for resource mobilization" (Hasan 2018: 5). However this could not be continued as resources collected began to be diverted from development to defense needs owing to the Chinese attack on India in 1962.
iii.Solutions to problems of Budget Deficit The situation of budgetary deficit leading to deficit financing may lead to development of the economy and might be resorted to as India has done. It however has inflationary tendencies which may have adverse effects in the long run. Therefore budget deficits must be kept in check and therefore deficit financing should be controlled. There may be indicators of fiscal deficit in the economy which have to be indentified if the situation has to be controlled. Jadhav and Neelankavil come up with come up with viable solutions which may be considered for preventing fiscal deficit when undesirable- 1. Expense reduction The government must bring down its expenses if the situation of budgetary deficit has to be avoided. Expenditure cut should depend on the kind and amount of services to be provided by the government. However such reduction in expenses of central government should not pass down as burdens to state governments or local level bodies or even to individuals as this might lead to disparity between incomes of individuals and therefore distributional injustice. 2. Tax rationalization The tax structure should be designed in such a way that the revenue requirements of the government are met to finance the essential expenses. A rational tax structure must be in place so that there is parity between consumption and investment requirements in the economy and also the reduction in income disparity- "The tax structure should have fewer taxable income groups with progressive flat tax rate levels. Such tax structure should also serve to reduce income inequality. Care should be exercised that reduction in federal taxes and expenses does not result in an increase in state and local taxes, because it will merely mean passing federal tax burden to state and local government with no relief in total taxes paid by individuals. Measures for stimulation of economy should integrate both expense reduction and tax rationalization measures" (Jadhav and Neelankavil 96) 3. Streamlining of regulations Regulations should be brought about so that appropriate rules are functional in preventing activities like tax evasions. This will lead to no discrepancy in the revenue collection of the government and thus will be beneficial towards reducing fiscal deficit. Also "Foreign banks should be required to disclose the names and balances by individuals who have illegally transferred funds to avoid tax liability in home country" (Jadhav and Neelankavil 97)

91 4. Legislative limitations If the legislative process in a country is improved it may result in better and effective implementation of measures to prevent the condition of budgetary deficits and national debt. These solutions may be useful for India to contain excessive budgetary deficits leading to deficit financing in the nation. 4.Conclusion The above exhaustive discussion could attend to the objectives of the unit as specified in the beginning. It dealt with the concept of deficit financing. It has to be understood that a budget deficit and deficit financing are not the same thing. Deficit financing is a response to the condition of budget deficit. The government in India has resorted to deficit financing as the country has witnessed deficit in its budgets. Although deficit financing has inflationary tendencies it also has some potential for ensuring economic growth. Developing countries like India therefore has resorted to deficit financing in augmenting the process of economic growth in the nation. However deficit financing may lead to distributional injustice which must be averted by using additional finances for development expenditure. In order to prevent the long term negative impacts of deficit financing early warnings that the economy portray towards a budget deficit must be attended to. 5. Summary • When the revenue falls short of the expenditure, there is a condition of budgetary deficit. The means undertaken by the government to finance this deficit is known as the phenomenon of deficit financing. • Deficit financing is done through borrowing from domestic or external sources, drawing upon the country's foreign exchange reserves or by printing money. • Deficit in the budget occurs as a result of many things. The primary reason for this is that there are certain elements in government spending which grow at a much higher rate than the rate of growth of tax receipts. • Other reasons

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include shifts in government spending, changes in the competitive environment, globalization, presence of shadow economies,

and

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fraud in government programs, role of multinationals, and income distribution that affects private consumption expenditures. •

In order to ensure deficit financing, in India additional finances are accumulated from three important sources- credit from RBI, credit from commercial banks, taking cash balances from RBI. • Deficit financing raises aggregate expenditure which in turn pushes up the aggregate demand. This leads to inflation in economy. • Inflationary tendencies of deficit financing depend on what the additional finances are spent for. For unproductive purposes like war, deficit financing leads to hyperinflation. • If deficit financing is undertaken for development expenditures, although money supply increases it may not lead to inflation because investments in developmental activities lead to the increase in productivity. • Deficit financing holds potential for propelling social injustice. However social justice can be kept intact under deficit financing if the additional finances are spent on public good and social welfare programmes. • India undertook the means of deficit financing in order to ensure economic development after independence during its initial planning years which could lead to positive outcome which however was not long lived.

92 • There may be indicators of fiscal deficit in the economy which have to be indentified if adverse effects of deficit financing have to be controlled. • By undertaking the measures of expense reduction of government, tax rationalization, regulatory measures and improving legislative processes, adverse effects of deficit financing can be prevented. 6. Key words- Budgetary deficit, deficit financing, government expenditure, inflation, economic growth, income disparity, distributional justice, tax rationalization 4.9 Model questions- 1. Explain the concept of deficit financing (6 marks) 2. What leads to deficit financing? (12 marks) 3. How is deficit financing undertaken in India? (12 marks) 4. What are the effects of deficit financing? (18 marks) 5. Elaborate on the inflationary tendencies of deficit financing. (12 marks) 6. Does deficit financing lead to economic growth? (12 marks) 7. How can budget deficit be controlled? (12 marks) 8. What are the indicators of a possible budget deficit in a nation? (6 marks) 9. What can be the viable solutions to prevent budget deficit? (18 marks) 4.10 References and Further Readings Bhagwati, Jagdish (1956): "Deficit financing and economic development." Indian Economic Review, Vol. 3, No. 2, pp. 40-60. ET Online (2020): "What is Deficit Financing?" The Economic Times, available at https://economictimes.indiatimes.com/budget-faqs/what-is- deficitfinancing/articleshow /73329358.cms Hasan, Zubair (2018): "Deficit finance and developing economies: Implications and results", Munich Personal RePEc Archive, pp. 1-15 Hukku, Manorma (1989): Deficit Financing and Economic Development in India. Mittal Publications Jadhav, Arvind and James Neelankavil (2011): "Deficit Financing – Causes, Consequences and Potential Cures", Journal of Applied Business and Economics vol. 12, No. 6, pp. 83-97. Muley, Ritika: "Deficit Financing: Meaning, Effects and Advantages", available at http://www.economicsdiscussion.net/public-finance/deficit-financing/deficit-financing- meaning-effects-and-advantages/17460 Unit 5 Role of Finance Ministry

93 STRUCTURE 5.1 Objectives 5.2 Introduction 5.3 Objectives 5.4 History 5.5 Structure and role of finance Ministry 5.6 Evaluating the achievements of Finance ministers 5.7 Challenges of Finance Ministry in India 5.8 Conclusion 5.9 Summary 5.10 Keywords 5.11 Model questions 5.12 References 5.1 Objectives 1. The objective of this discussion is to be acquainted with the evolution of the finance ministry in India 2. To understand the structure and functions of the finance ministry in India 3. To critically evaluate the achievements of the finance ministry in India 4. To understand the challenges that the finance ministry in India faces 5.2 Introduction The finance ministry is one of the most important departments of the Indian government. Its significance is well recognized by the Haldane Committee (1918) - "The Department of Finance must necessarily have an exceptional position among all the State Departments. The service which it has to perform- that of supervising and controlling all operations of Government in so far as they affect the financial position... involves not only the direct administration of taxation and other branches of revenue but also the control of all forms of expenditure". This unit deals with the finance ministry in India. It elaborately discusses the evolution of the finance ministry in India. It elaborates on the structure and functions of the finance ministry in India. It also evaluates the performance of the finance ministry in India by exploring the achievements of different finance ministers also specifying the various challenges that this ministry faces in its operation. 5.3 History The finance ministry in India is responsible for the financial, fiscal and monetary administration of the nation. The finance ministry as it exists today in its structure and functions has a long evolutionary history which should be referred to. The public department was bifurcated into Union company administration and the department of finance in 1810 headed by a single secretary till 1816. It was only in 1843 that the department of finance began to be headed by a separate

94 secretary. With the administration of colonial India being passed over to the British crown since 1858, the finance department looked over also the matters related to trade and commerce. As such in 1979, the finance department was designated as the department of Finance and Commerce. However in 1905, it was renamed again as the department of Finance and its commercial and industrial functions were assigned to a new department of commerce and industry. The finance department underwent many organizational redesigning over the years. Owing to the Morley-Minto reforms of 1909, and Government of India Act 1919, the finance department was divided

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into seven branches- general finance, revenue, Money and banking, Salary and allowances, Public accounts, Military finance and Military Accounts.

As a result of the Montford reforms of 1919, the office of Comptroller and Auditor General was created and given statutory status. However it was the Secretary of State for India who actually exercised power with regard to the revenue and expenditure of the country being assisted by the finance department. The Government of India Act, 1935 stayed the power f the Secretary of State for India over Indian financial administration restricting the powers of the finance department. It was only in 1947 after the attainment of independence that the office of the Secretary of State for India was abolished. Now the department of finance acquired the designation

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of the Ministry of Finance. The Ministry was now organized into three major wings- Expenditure, Economic affairs and Revenue.

In 1955 again the ministry was reorganized into four

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departments- Department of Economic Affairs, Department of Revenue, Department of Expenditure and Department of

Company law Administration. A department of Coordination was added to the finance ministry in 1963. In the next year the function of the company law administration was taken over by a newly created department of Company Affairs and Insurance which was abolished again in 1966. The department of coordination was also abolished in 1967. In 1979, the ministry once again got reorganized now

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into four departments namely- Expenditure, Economic Affairs, Revenue and Insurance and Banking. Each

of these departments was headed by a secretary to the government.

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The department of Banking was however merged with the department of Economic Affairs

in 1985. Since 1990 till date the finance ministry comprises these three departments. 6 Structure and role of finance ministry

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The Department of expenditure is the nodal department of the ministry which oversees the public financial management system

of the Central government and the state governments. It implements

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the recommendations of the Finance Commission and the central Pay Commission. It monitors audit statements and prepares Central government accounts.

To oversee the expenditure management in the central ministries and departments form one of its principal functions. As a part of this function, this department administers Financial Rules/ Regulations/ Orders and sanctions appraisal for major schemes and projects and also handles central budgetary resources which are transferred to the states. It also provides 95 assistance to central ministries and departments so that these can control costs and prices of public services. It further reviews systems and procedure of these ministries for an optimal outcome of public expenditure. Such business of this department is carried out by its Personnel &Establishment Division, state and central divisions of

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Public Finance, Office of Controller General of Account, Office of Chief Adviser Cost, and Central Pension Accounting Office. The Department

of Revenue administers matters related to the Direct and Indirect Union Taxes. There are two statutory boards through which this department carries out such administration. These are-

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the Central Board of Direct Taxes (CBDT) and the Central Board of Indirect Taxes and Customs (CBIC).Each of these bodies are headed by a chairman who

happens to be ex-officio special secretary to the Government of India. The CBDT looks after the matters pertaining to the levying and collection of Direct taxes and the CBIC administers matters pertaining to the levying and collection of Customs and Central Excise Duties along with other Indirect Taxes. This department also administers various Acts like the GST Act 2017, CGST Act, Income Tax act 1961, and others. The department of Economic Affairs is responsible for monitoring the economic affairs of the nation and in advising the government on issues of domestic and external economic management and also regarding the functioning of commercial banks, regulation of investments. This department is also responsible for preparing the budget and in taking measures towards mobilization and allocation of resources in tune with the nation's developmental needs. It makes policies with regard to currency, banking, financial corporations, foreign exchange and private foreign investments. The Ministry of Finance also comprises two additional departments- the department of Financial Services and the department of Investment and Public Asset Management.

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The Department of Financial Services administers the functioning of banks, Financial Institutions, Insurance Companies and the National Pension System

covering major reforms, initiatives and programs along with international banking relations. The finance secretary heads the department who is assisted by three Additional Secretary (AS), six Joint Secretaries (JS), two Economic Advisers (EA) and a Deputy Director General (DDG). This department also deals with the legislative and policy issues of

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the Reserve Bank of India (RBI), the Insurance Regulatory and Development Authority of India (IRDAI) and the Pension Fund Regulatory and Development Authority (PFRDA).

Other institutions to which support is extended by this department includes

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public Sector banks (PSBs), Public Sector Insurance Companies (PSICs) and Development Financial Institutions (DFIs) like National Bank for Agriculture and Rural Development (NABARD), Small Industries Development Bank of India (SIDBI), India Infrastructure Finance Company Ltd. (IIFCL), National Housing Bank (NHB), Export-Import Bank of India (EXIM Bank), Industrial Finance Corporation of India (IFCI). 96

The department of Investment and Public Asset Management has its vision to effectively manage public investment in Central Public Sector Enterprises for promoting economic development. It also looks after the prosperity of the Central Public Sector Enterprises by inducing people's ownership of the former through disinvestment. This department also has its mission to "1.

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List CPSEs on stock exchanges to promote people's ownership through public participation and improving efficiencies of CPSEs through accountability to its shareholders. 2.

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To bring in operational efficiencies in CPSEs through strategic investment, ensuring their greater contribution to economy. 3. Adopt a professional approach for financial management of CPSEs in the national interest and investment aimed at expanding public participation in ownership of CPSEs." 7

Achievements of the Finance Ministry in India The finance ministry is most evidently responsible for ensuring economic growth of the nation. To this end the finance ministry did contribute generously since the time India has gained independence. The Finance ministers of this country being at the helm of affairs of the ministry of finance have on many occasions undertaken steps that have led to achievements at the front of economic growth. India's economy stands at 2.6 trillion dollars and India is the fastest economy after China. Major goods and services are provided to the world from India. According to a report by IHS Markit, it is forecasted that India will take the second position in terms of economic growth in the Asia Pacific region just after Japan by 2025. The policies undertaken by many finance ministers have brought India's economic standards at this level. As such it becomes important to note some of these policies. C.D Deshmukh was the first governor of Reserve Bank of India and served as the finance minister from 1960 to 1956. The first budget of the nation was presented by him. The first and the second five year plans which laid the ground for a stable economic base of the country were shaped by C.D Deshmukh. He also ensured social control of financial institutions for furthering their accountability following which he enacted the

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new Companies Act, nationalised the Imperial Bank of India and life Insurance companies.

T.T Krishnamachari who held the port folio of finance minister from 1957 to 1958 observed the changed how the economic situation of the country has changed and therefore felt the need to levy fresh taxes thereby introducing major tax reforms. He set up the three major steel plants of the country. He also established the financial institutions of IDBI, ICICI and UTI. Once again resuming office from 1964 to 1966, T.T Krishnamachari stressed on the importance of providing social security to the citizens of this country. As such he introduced a new Family Pension Scheme in 1964 by virtue of which now the pension was to be expanded to the family members of government servants even after their death. He also was instrumental in introducing major schemes like the Rajasthan Canal Schemes, Dandakarnya and Damodar Valley Projects and the Neyvile Lignite Projects. Finance Minister C Subramaniam holding office from 1975 to 1977 initiated the increase of revenue through excise. From 1985 to 1987, when V.P Singh was the Finance Minister, he made initiatives for tracking down those who evade tax. To this purpose he expanded the powers of the Enforcement Directorate of the Finance Ministry. Being in office during the Prime Ministership of Rajiv Gandhi, V.P
97 Singh oversaw the relaxation of the license raj which was instrumental in India until then. From 1987 to 1988, Rajiv Gandhi held the port folio of finance minister being the third Prime Minister to do so. It was during his regime that zero-based budgeting came into exercise. Zero-based budgeting ensures review, analysis and evolution of

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each budget request so that its inclusion or exclusion from the integrated whole budget

is justified. After independence for about three decades, India's economic policies were highly in favour of the public sector with stringent governmental controls over private sector investments. The Indian economy was a closed one where there was import licensing along with strict control on import of technology accompanied with high tariffs. The performance of the Indian economy under this system was average. However the efficiency of this system faced severe challenges in 1970s when the growth rate of the economy lowered. As a result of this the economy of the country began to be liberalized under the regimes of Indira Gandhi and Rajiv Gandhi. However the major reform to this end took place in 1991 under the Prime Minister ship of Narasimha Rao and more importantly owing to the economic policies of the Finance Minister- Manmohan Singh. India was facing a severe balance of payment crisis. Its foreign exchange reserves went down to 1.1 billion dollars in 1991 which might have made India to default on its external debt payments. Under such circumstances, the economic policies of the finance ministry headed by Manmohan Singh initiating a stabilization programme that could entail the reduction of fiscal deficit and devaluation of the currency. It also initiated a package of structural reforms to increase the growth rate of the economy. To this end loans were negotiated with the International Monetary Fund (IMF), and structural assistance loans were attained from the World Bank and the Asian Development Bank. This finance ministry furthered a liberalization programme that ensured enhanced growth, role and performance of the private sector, foreign direct investment in the country and also was instrumental in red tape that was responsible for impeding business growth. Under the liberalization reforms was also included the appointment of a Committee on Tax Reforms headed by Raja Chelliah. This committee was to make recommendations bringing about change in both direct and indirect taxes. As such now a regime of low tax rates with a broader base was aimed for. There was reduction in indirect tax rates and in custom duties in order to attract completion to Indian industry from abroad. The reduction in import duties led gradually to a flexible exchange rate. The concept of service tax was also introduced by this finance ministry. Many of the tax reforms which were initiated in 1991 were continued by Finance Minister P.Chidambaram who held office from 1996 to 1998. The tax reforms of 1991 were continued to be implemented and import duties were continued to be reduced and it was aimed that custom duties were to be brought down to East Asian levels by 2000. Insurance sectors were opened to the new private players and foreign insurance companies were to have 26% of foreign equity. A more rational approach was taken towards the reform of the public sector whereby the Disinvestment Commission was set up to recommend a transparent selling off of Public Sector Enterprises and their handover to private sectors.

98 When Yashwant Sinha headed the finance ministry from 1998 to 2002 he concentrated more on the rationalization of excise and reducing slabs from eleven to one. Even Jaswant Singh heading the finance ministry from 2002 to 2004 pushed for market-friendly reforms of the government. P Chidambaram again headed the finance ministry from 2004 to 2014 under the regime of Manmohan Singh as the Prime Minister. However reforms during this time were more gradualist in nature. There was increased commitment towards fiscal consolidation as a result of which the fiscal deficits of the Central and the state governments declined between 2003-2004 and 2007-2008 being conducive to private investment. During this period, import duties continued to be reduced to 10% and foreign direct Investments were expanded. During this period, the process was started for the states to agree to an integrated goods and service tax. Arun Jaitley on taking up the office of finance minister from 2014 also followed gradualist reforms in the economy. A fiscally prudent policy was continued with a commitment to reduce fiscal deficit to 3% of GDP by 2020-2021. Liberalizing policies were continued with respect to liberal industrial policy, openness to foreign trade and FDI. The finance ministry under Arun Jaitley could maintain its fiscal targets and prevented budgetary deficits to go out of control. Also finances were so managed that many social welfare commitments were fulfilled. A very important reform initiated during this period was the introduction of the Goods and Services Tax (GST) which was a reform in the domestic indirect taxes. Another reform brought about by this ministry was the Insolvency and Bankruptcy Code which aimed at speeding up the process of recovering debt from companies which defaulted at payments of debts. 8 Challenges of Finance Ministry Montek Singh Ahluwalia, the former deputy Chairman of the Planning Commission of India pointed out the problems that the economic reforms in India have to adhere to. These have hold implications for the finance ministry to step in as this ministry is solely responsible for initiating such reforms. These stand out as major challenges before the finance ministry. When it comes to catering to social equity and justice in the Indian society which stands out to be a major aim of Indian fiscal policy, the progress has not been so impressive. There exist huge discrepancies in the provision of adequate formal employment, basic needs like education, health services, clean drinking water and sanitation to many sections of the population. There also exists inequality in income and wealth substantiated by data provided by “two India Human Development Surveys conducted jointly by the National Council of Applied Economic Research (NCAER) and the University of Maryland”. Along with these issues, there exists weak fiscal sustainability- “The combined fiscal deficit of the centre and the states is 6.7% of GDP which is twice that in other emerging market countries”. Infrastructure deficiency also exists as a major problem. Although the government has introduced GST, it faces many criticisms like it has structural flaws, exclusion of many commodities from the purview of this tax and existence of too many rates. Again the demonetization policy initiated by the finance ministry under Arun Jaitley could not lead to an effective outcome. It
99 was introduced on the presumption that this would uncover “hidden cash hoards from income that had escaped taxation, discourage counterfeiting and terrorist financing, reduce cash transactions in the economy and thus would discourage illegal and tax-avoiding activities”. However this policy could not yield the desired results. In 2019, Nirmala Sitaraman became the Finance Minister amidst the situation of a difficult economic condition with increased unemployment and India losing its status as the fastest growing economy after China. The current Finance Minister has the huge task of reinvigorating India’s economy and mobilizing resources for funding the many social welfare programmes of the Modi government. 9 Conclusion The above exhaustive discussion could fulfil the objectives of this unit. It elaborately explained the evolution of the finance ministry in India which is at the helm of economic affairs in the country. The finance ministry as it stands today has many departments which attend to various functions related to the economic affairs of the nation. The discussion above has elaborated on each of these departments. Many Finance Ministers of India over time have come up with policies which brought about significant reforms in the fiscal policy structure of the country. Finance ministry has been responsible for ensuring economic growth in the nation. However there are many challenges which the ministry faces. 10 Keywords- Fiscal administration, Economic growth, Finance Commission, Goods and Services Tax (GST), Liberalization 11 Summary • The finance ministry in India is responsible for the financial, fiscal and monetary administration of the nation. • The finance department underwent many organizational redesigning over the years • The Finance Ministry is divided into

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the department of Expenditure, department of Revenue and department of Economic Affairs. • The Ministry of

Finance also comprises two additional departments- the department of Financial Services and the department of Investment and Public Asset Management • The Finance ministers of this country being at the helm of affairs of the ministry of finance have on many occasions undertaken steps that have led to achievements at the front of economic growth • Major reforms to the Finance Ministry took place when India went forward with liberalization in 1990s • The Finance Ministry faces several challenges. It has to attend to problems in the Indian economy like discrepancy in provision of basic needs to the public, provision of social justice and equity and proper implementation of fiscal policy reforms.
5.11Model questions
100 1. What is the role of the finance ministry in India? (6 marks) 2. How has the finance ministry in India evolved over time? (12 marks) 3. Explain the role of finance ministry in India before liberalization (12 marks) 4. Explain the role of finance ministry in India after liberalization (12 marks) 5. Discuss the contribution of finance Ministers in India (18 marks) 6. What are the achievements of the finance ministry in India? (18 marks) 7. What are the challenges faced by the finance ministry in India? (12 marks) 5.12 References and further readings- Ahluwalia, Montek S (2019): "India's Economic Reforms: Achievements and Next Steps", Asian Economic Policy Review, No 14, pp. 46-62. ET Online (2019): "

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101 Block III: Budget Unit-I STRUCTURE 3.1 Objectives 3.2 Introduction 3.3 Meaning and Concept and Objectives of Budgeting 3.4 Significance of Budgeting 3.5 Classification of Expenditure a. Functional Classification or Budget Classification b. Economic Classification c. Cross Classification d. Accounting Classification 3.6

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Institutions in Budgetary process 3.7 The Parliament 3.8 Political Executive 3.9 Audit Department 3.10 Parliamentary Committees 3.11

Budgetary Process in India Preparation Approval Execution Auditing 3.12 Types of Budgets Performance Based Budgeting Zero-Based Budgeting Gender Based Budgeting 3.13 Summary 3.14 Glossary / Key Words 3.15 Model Questions 3.16 References
102 3.1 Objective The main objectives of this unit is to familiarise the students with: The concepts of budgeting and budgetary control; i. Provide a comprehensive and detailed analytic description of the budgetary system and process in India. ii. To trace the origin of the budgetary system in India iii. Classification of Expenditure and Institutions involved in budgetary process in India. 3.2 Introduction The word "budget" comes from an English word budjet, a concept used for the king's bag containing the money necessary for public expenditure i .

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The term is derived from a French word, 'Bougette', which means a leather bag or wallet from which the Chancellor of the Exchequer used to take out his papers about government's financial schemes for the ensuing year for laying before the House of Commons and when he set off to place his financial plans before the House, he used to open his budget. The term was used in its present sense for the first time in1733 in

the British parliament.
Since then, the term has been used for a financial scheme or statement of annual income and expenditure of

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the government. The first traceable legal definition of the budget is contained in a French decree of 1862: 'The budget is a document which forecasts and authorizes the annual receipts and expenditures of the State...' ii In

our daily life, we use to prepare budgets for matching the expenses with income; and available funds can be invested in a profitable manner. Similarly in business, budgets are prepared on the basis of future estimated production and sales in order to find out the profit in a specified period. A budget is in the nature of an estimate and is a quantified plan for future activities to coordinate and control the use of resources for a specified period. Thus budget is a quantitative statement of management plans and policies for a given period and is used as a guide for the purpose of attaining the given objectives. It is also used as standard with which actual performance is measured. Budgets must be prepared with full knowledge and acceptance by the executives whose performance is to be measured against the budget. Different types of budgets are prepared for different purposes. Budgeting may be defined as the process of preparing plans for future activities of a business enterprise after considering and involving the objectives of the said organization. This also provides process/steps of collection and comparison of data, by which deviations from the plan, either favourable or adverse, can be
103 measured. This analysis is helpful in performance analysis, cost estimation, minimizing wastage and better utilisation of resources of the organisation. III. Meaning and Concept: In the discourse of Public Administration the term budget mainly refers to a financial document which is placed annually before the legislature of the state, by the executive. Since, today, government expenditure is aimed at a variety of objectives, including economic development, and social goals, or redistribution objectives. Hence, governments need sound fiscal policies, i.e., policies concerning government revenues, expenditures, and borrowing to achieve macroeconomic stability and other government objectives. The budget is thus the most potent instrument of the government in carrying out its policies. Infact in democratic societies, approval of the budget (the "power

42% **MATCHING BLOCK 204/328** **W**

of the purse") is the main form of parliamentary control of the executive. Although, there exists no unanimity among writer regarding the definition of the term 'budget',

but different scholars in Public Administration have defined differently by different scholars. Some scholars have used the term synonymously with 'programming' and some has considered it as 'art of management'. iii However most of the people agree

92% **MATCHING BLOCK 205/328** **W**

that budget is the keystone of financial administration and the various operations in the field of public finance are correlated through the instrument of budget.

In

52% **MATCHING BLOCK 207/328** **SA** FRBM Assigment 4 sem.pdf (D75551780)

the Indian Constitution the word 'budget' does not figure rather it is referred to as the 'Annual Financial Statement

and as a Money Bill falls under Article 110 as

95%	MATCHING BLOCK 208/328	SA	An_Analytical_study_of_goverment_budget_and_it ... (D16312470)

it contains provisions dealing with all or any of the following matters,

namely iv :

100%	MATCHING BLOCK 210/328	SA	An_Analytical_study_of_goverment_budget_and_it ... (D16312470)

a) The imposition, abolition, remission, alteration or regulation of any tax; b) The regulation of the borrowing of money or the giving of any guarantee by the Government of India, or the amendment of the law with respect to any financial obligations undertaken or to be undertaken by the Government of India; c) The custody of the Consolidated Fund or the Contingency Fund of India, the payment of moneys into or the withdrawal of moneys from any such Fund; d) The appropriation of moneys out of the Consolidated Fund of India; e) The declaring of any expenditure to be expenditure charged on the Consolidated Fund of India or the increasing of the amount of any such expenditure; f) The receipt of money on account of the Consolidated

v

104 IV. Significance of Budgeting: i. The Budgetary operations of the government have an important bearing on the functioning of the country's economy. The ideal of welfare state and economic planning have tremendously increased the magnitude of public spending, resulting in the emergence of the government as an important sector of economy. ii. Government collects huge sums of money through taxation, borrowings and printing of additional currency. The manner of collection of these monetary funds and the pattern of their spending includes saving and investment levels, distribution of income and wealth, allocation of resources, and the consumption behaviour of the people. iii. Modern economies specifically after the Covid-19 pandemic era are frequently at the beset with problems like inflation, excessive fluctuation in economic activities and deficit in the balance of payments. Budget thus acts as an important instrument to carry out corrective operations. Budget is not merely and exercise in matching expenditure to income but a powerful medium to realise objectives of public policy. Budget is a description of both the fiscal policies of the government and the financial plans corresponding to them. iv. Budgets help government to chalk out planned appraisal of their earnings and proper means of controlling the channel of spending them. Absence of such exercise may lead to corruption, inefficiency and even bankruptcy of the government.. Hence Budget provides a platform for a planned earning and wise spending and promotes a stable government. vi V.

100%	MATCHING BLOCK 209/328	W

Classification of Expenditure: Government expenditure can be broadly classified into four categories:

a. Functional Classification

98% **MATCHING BLOCK 211/328** W

or Budget Classification: In India, the classification of accounts was structured so as to correspond to the organisation in which the transaction occurred and within the organisation to the inputs on which expenditure was incurred. For example, construction of a hospital would be classified and displayed in accounts as "public' works expenditure" and not as expenditure on a programme like "Medical Relief" under social services. The classification indicated the nature of expenditure but not its purpose. It did not enable identification of expenditure with functions, programmes, activities and projects. It lacked management approach in accounting in 105 as much as it did not provide the facility for monitoring and analysis of expenditure on functions, programmes, activities and projects. The Government of India introduced in April, 1974 a revised accounting structure, which attempts to serve the purposes of management as well as the requirement of financial control and accountability. Under this scheme, a five-tier classification has been adopted i.e. sectoral, major head, minor head, subhead, and detailed heads of account. Sectoral classification has grouped the functions of government into three sectors, namely, General Services, Social and Community services and Economic services. In the new scheme of accounts, a major head is assigned to each function and minor head is allotted to each programme. Under each minor head, there would be subheads assigned to activities/schemes/organisations

covered by

91% **MATCHING BLOCK 212/328** W

the programme. Under the new system, the object classification has been retained and placed at the last tier. It is meant to provide item-wise control over expenditure and ensure financial control and accountability. Functional classification established adequate links between budget and account heads and the plan heads of development. This has facilitated obtaining information of progressive expenditure on plan programmes and projects. The principle adopted in the new accounting classification is that all expenditures on a function, programme or activity should be recorded under the appropriate major, minor or subhead. Functional classification has provided the necessary facility for monitoring and analysis of expenditure on functions, programmes and activities to aid the management function. b. Economic Classification: Economic classification refers to the resources allocated by government to various economic activities. It involves arranging the public expenditures and receipts by significant economic categories, distinguishing current expenditure from capital outlays, spending for goods and services from transfers to individuals and institutions, tax receipts

by kind

84% **MATCHING BLOCK 213/328** **W**

from other receipts and from borrowing and inter-governmental loans, grants etc. This classification brings out such important aggregates as public expenditure of the consumption kind, public investment and the draft of public authorities on public savings for financing the development oulays in the public sector. In short, this classification analyses the total governmental transactions and records government's influence on each sector of the economy. c. Cross Classification: Cross classification provides the breakup of government expenditure not only-by economic categories but also by functional heads. For instance, expenditure on medical facilities (a functional head) is split between economic 106 categories such as current expenditure, capital expenditure, and various types of transfers and loans. Conversely, cross classification shows how expenditure on a particular economic category, say capital formation, is divided according to different public activities like education, labour welfare, family planning etc. Under a scheme of cross classification, functional classification of expenditure can be analysed according to its economic character and economic classification of expenditure can be analysed according to the functions performed by it. The two types of classification therefore supplement each other and give a clear picture of the total transactions of government. d. Accounting Classification: Accounting classification of government expenditure can be analysed under (i) Revenue and Capital (ii) Developmental and Non Developmental and (iii) Plan and Non-Plan. Each classification of expenditure serves one objective or other of the government. For instance, Revenue and Capital expenditure classification indicates how much government expenditure results in creation of assets in the economy and how much expenditure is unproductive. Again, developmental and non- developmental classification indicates how much government expenditure is spent on social and community services and economic services as against general services. Similarly, the Plan and Non-Plan expenditure classification helps the Planning Commission and Finance Commission in determining the pattern of central assistance on plan schemes to state governments, and union territories. Thus, each classification of government expenditure serves one objective or other in government.

VI.

100% **MATCHING BLOCK 214/328** **SA** Unit-5 (05-03-2019).doc (D48925487)

Institutions in Budgetary process: The budgetary process in India is indeed a difficult exercise. It involves a variety of institutions at various levels.

The following are some of the major institutional bodies which helps in order to accomplish the task of budgeting in India. vii a) The Parliament: Being the custodian of public money in the country, the Indian Parliament, especially the Lok-Sabha or the lower house of the Indian Parliament,
is the supreme legislative body whose
approval for the passage of budget is a must

80% **MATCHING BLOCK 215/328** **SA** Unit 10 formatted.doc (D135147553)

in the budgetary process. Under Article 112 of the Constitution, the President shall cause to be laid before both the Houses of Parliament the 'annual financial statement', which is the main budget document.

b) Political Executive: In India, the Ministry of Finance is the nodal agency and

97% **MATCHING BLOCK 216/328** **SA** Unit-5 (05-03-2019).doc (D48925487)

core unit of the Executive, entrusted with the task of managing the operational dynamics of the budget. The Ministry of Finance (MOF) is the nodal agency of the budgetary process. 107 Right from estimating the final figures of the revenues and expenditure of the government for presentation before the Parliament, the Ministry is vested with the task of ultimately ensuring that the finances of the country are managed with proper care. c) Audit Department:

Under

76%	MATCHING BLOCK 217/328	SA	Unit-5 (05-03-2019).doc (D48925487)

the provisions of Article 148 of the Constitution of India, the office of Comptroller and Auditor General (CAG) conducts an audit on behalf of the Parliament to investigate and report on the trustworthiness, legality and efficiency of all the financial transactions carried out by government departments.

d)

80%	MATCHING BLOCK 219/328	SA	Unit-5 (05-03-2019).doc (D48925487)

Parliamentary Committees: Finally, the Parliamentary Committees on Estimates, Public Accounts and Public Undertaking and around 24 departmental Standing Committees

plays a significant

92%	MATCHING BLOCK 220/328	SA	Unit-5 (05-03-2019).doc (D48925487)

role in the budgetary processes of the country. Important roles are assigned to these committees to exercise control over the finances of the government or its public undertakings and they are empowered to perform these tasks by parliament.

viii VII. Budgetary Process in India: Till 2016, the Budget was presented in the lower house of the Indian Parliament in two parts, namely, the

86%	MATCHING BLOCK 218/328	W

Railway Budget pertaining to Railway Finance and the General Budget which gave an overall picture of the financial position of the Government of India, excluding the

Railways. Since the year 2017-18, with the merger of the Railway Budget with the General Budget, a single document titled 'Union Budget' is now presented by the Minister of Finance.

73%	MATCHING BLOCK 221/328	W

The Budget is presented to Lok Sabha on such day as the President may direct.

ix Usually,

100%	MATCHING BLOCK 223/328	SA	Unit-5 (05-03-2019).doc (D48925487)

the formation of the budget estimates follows the cycle of the financial year, from 1st April to 31st March

and

89%	MATCHING BLOCK 222/328	W

each year on the first working day of February, it is presented by the

Union Finance Minister in Parliament

82%	MATCHING BLOCK 224/328	SA	5.docx (D40607909)

in the following format: 1. Actual figures of the previous three financial years; 2. The sanctioned budget estimates for the current financial year; 3. Revised estimates of the current

financial

100%	MATCHING BLOCK 225/328	SA	5.docx (D40607909)

year; 4. Proposed estimates for the next financial year, with explanatory notes for any increase or decrease in estimates; and 5. Actuals of the current

financial

84%	MATCHING BLOCK 226/328	W

year available at the time of preparation of the estimates and actuals for the corresponding period of the previous

financial year.
108

95%	MATCHING BLOCK 227/328	SA	Unit-5 (05-03-2019).doc (D48925487)

The Annual Financial Statement or the main budget document is prepared by the Ministry of Finance shows the receipts and payments of the government under three parts in which government accounts are kept: (i) Consolidated Fund- All revenues received by government, loans raised by it, and also its receipts from recoveries of loans granted by it, form the Consolidated Fund. All expenditure of government is incurred from the Consolidated Fund and no amount can be withdrawn from the Fund without authorisation from Parliament. Occasions may arise when government may have to meet urgent unforeseen expenditure pending authorisation from Parliament.) (ii) Contingency Fund-

100%	MATCHING BLOCK 228/328	SA	Unit-5 (05-03-2019).doc (D48925487)

The Contingency Fund is an imprest placed at the disposal of the President to incur such expenditure. Parliamentary approval for such expenditure and for withdrawal of an equivalent amount from the Consolidated Fund is subsequently obtained and the amount spent from Contingency Fund is subsequently recouped to the Fund. The corpus of the Fund authorised by the Parliament, at present, is Rs. 500 crore. Besides, these two funds under which government accounts are kept, there is Public Account in which moneys are received and disbursed.) (

iii) Public
Accounts-

98% **MATCHING BLOCK 229/328** **SA** Unit-5 (05-03-2019).doc (D48925487)

In respect of Public Account, government acts more as a banker, for transactions such as those relating to provident funds, small savings collections and other deposits. Parliamentary authorisation for such payments from the Public Account is, therefore, not required.) x In a few cases, a part of the revenue of government is set apart in separate funds for expenditure on specific activities like road development, primary education, public health, etc. These amounts are withdrawn from the Consolidated Fund with the approval of Parliament and kept in the Public Account for expenditure on the specific items. The Budget has to distinguish expenditure on revenue account from other expenditure. Government Budget, therefore, comprises (i) Revenue budget, and (ii) Capital budget.

100% **MATCHING BLOCK 230/328** **SA** Unit-5 (05-03-2019).doc (D48925487)

In India each year, the budget follows a cycle that includes: preparation,

approval, implementation and auditing. xi a. . Preparation: • Firstly, due to a

81% **MATCHING BLOCK 231/328** **SA** Unit-5 (05-03-2019).doc (D48925487)

cumbersome procedures involved in the formation of the budget, the budgetary process in India informally begins around the month of September- 109 October of the preceding year. Initiating the process, the Ministry of Finance issues a circular to various ministries and departments inviting their estimates for the coming year. • Secondly, On the basis of these circulars, various administrative agencies prepare their estimates, which are examined and scrutinised by Departmental Heads and then passed on to officers of the Finance Department/Ministry of Finance in November-December. • Thirdly, by the 3rd week of January, the Ministry of Finance

prepares the

100% **MATCHING BLOCK 232/328** **SA** Unit-5 (05-03-2019).doc (D48925487)

consolidated statement of revenues and expenditures, known as the 'Annual Financial Statement', •

Finally,

100% **MATCHING BLOCK 238/328** **SA** Unit-5 (05-03-2019).doc (D48925487)

the Union Budget of India (including the Rail Budget) is presented

in the Indian Parliament. b. Approval: The next step of budgetary process in India is getting the legislative approval for the Annual Financial Statement, once

93% **MATCHING BLOCK 233/328** **W**

presented to the Parliament generally on the last working day of February. • First, there is a general discussion on the broad economic and fiscal policies of the government as reflected in the budget and the Finance Minister's speech. This lasts about 20-25 hours. •

At

100% **MATCHING BLOCK 234/328** W

the second stage, there is a detailed discussion on the 'demands for grants', usually in respect of specific ministries or departments.

98% **MATCHING BLOCK 235/328** W

Demands for grants, are the executive's requisitions for sanction to spend, and only the lower house can have a say in the matter. While the legislature can object to a demand for grant, reject it or reduce it, it cannot increase the same. It may also be mentioned here that since no demand for a grant can be made except on the recommendations of the President or the Governor (in the case of State), private members cannot propose any fresh items of expenditure.

100% **MATCHING BLOCK 236/328** W

Though the budget is presented before both Houses of Parliament, the demands for grants are submitted only to the lower house

once submitted

71% **MATCHING BLOCK 237/328** W

each demand for grant is voted separately. At this stage members of parliament may move motions of various kinds. Generally these are- 110 Policy cuts motions: seeks to reduce the demand to rupee one and is indicative of the disapproval of general or specific policy underlying the service to which the demand pertains. Economy cuts motion: where the motion is to reduce the proposed expenditure by a specified amount. Token

cuts motions: where

97% **MATCHING BLOCK 239/328** W

in a demand is moved to reduce it by a nominal amount say Rs. 100 and may be used as an occasion to ventilate a specific grievance. Since it is never possible to accommodate a detailed discussion on each demand for grant separately, the demands that cannot be so discussed are clubbed together and put to the vote of the Parliament at the end of the period allotted for discussion. •

Thirdly:

89% **MATCHING BLOCK 240/328** W

even after the demands for grants have been voted by the Parliament, the executive cannot draw the money and spend it. According to the Constitutional provisions, after the demands for grants are voted by the Lok Sabha, Parliament's approval to the withdrawal from the Consolidated Fund of the amount is sought through the Appropriation Bill. The Appropriation Bill after it receives the assent of the President becomes the Appropriation Act. Thus, without the enactment of an Appropriation Act, no amount can be withdrawn from the Consolidated Fund. Since the financial year of the government is from 1st April to 31st March, it follows that no expenditure can be incurred by the government after 31st March unless the Appropriation Act has been passed by the close of the financial year. This is generally not possible as the process of discussion of the budget usually goes on up to the end of April or the first week of May. Thus, in order to enable the government to carry on its normal activities from 1st April till such time as the Appropriation Bill is enacted, a Vote on Account is obtained from Parliament through an Appropriation (Vote on Account) Bill.

c. Execution:

100% **MATCHING BLOCK 241/328** W

The execution of the budget is the responsibility of the executive government.

The procedures for execution of the budget depend on the distribution and delegation of powers to the various operating levels. As soon as the Appropriation Act is passed, the Ministry of Finance advises spending Ministries/ Departments about their respective allocation of funds. The controlling officers in each ministry/department then
111 allocate and advise the various disbursing officers. The expenditure is monitored to ensure that the amounts placed at the disposal of the spending authorities are not exceeded without additional funds being obtained
in time.

93% **MATCHING BLOCK 242/328** W

The Department of Revenue in the Ministry of Finance is in overall control and supervision over the machinery charged with the collection of direct and indirect taxes. Such control is exercised through the Central Board of Direct Taxes and the Central Board of Indirect Taxes. These Boards exercise supervision and control over the various operational levels which implement different taxation laws. The Reserve Bank of India is the central banker of the government. The nationalized banks and the network of treasuries are also performing the service of collection (receipts) and disbursement of funds. d. Auditing: The executive spends public funds as authorized by the legislature. In order to ensure accountability of the executive to the legislature, public expenditure has to be audited by an independent agency. The Constitution provides for the position of the Comptroller and Auditor General of India to perform this function. It is his/ her duty to ensure that the funds allocated to various agencies of the government have been made available in accordance with law; that the expenditure incurred has the sanction of the competent authority; that rules, orders & procedures governing such expenditure have been duly observed; that value for money spent has been obtained and that records of all such transactions are maintained, compiled and submitted to the competent authority. This is the last stage in completing the budgetary cycle.

IX. Types of Budgets – Performance, Zero-Based and Gender Budgeting: Performance Based Budgeting (PPB) Performance Based Budgeting (PPB) was to overcome most of the shortcomings of the traditional line-item budget. Performance budgeting for the first time originated and development in the United States of America, during 1950's. Followed by this the-then newly independent developing countries of the world in Asia, Africa and Latin America, who were committed to bring in about rapid socio-economic progress incorporated this principle of PPB, partially if not fully in their financial administration. In India the proposal for PBB started originating in the mid 1950's. The estimates Committee discussed budgetary reforms in its twentieth report and recommended the adoption of performance budgeting in India. It retreated this recommendation again in its report in 1960. Following the recommendation of the Administrative Reforms Commission in 1968, four central ministries adopted the model of PBB in drafting their financial statement. In 1977-78, about thirty-two developmental
112 departments under the Central Government switched to this new model of budgeting and since then eventually, many state governments introduced the model in drafting their financial statements. xii Background: After the Second World War the newly independent countries of Asia, Africa and Latin America were engrossed in rapid socio-economic progress and development of their people and thus in course of time the bureaucracy became the most important instrument for the implementation of public policy. Developmental goals like improving the level of societal services, health and education, building roads and facilitating communication and electricity or raising production I agriculture and industry made them realise the essentiality of incurring governmental expenditure. In the change-oriented milieu of development administration, with a vision for a social welfare centric state focused on increased governmental spending, some of these newly independent countries adopted the new tool of Performance Based Budgeting (PPB) system which back at that point of time was newly introduced at the United States of America. Primarily the main onus of this new reform in the financial administration was to suit the need for massive public investment and expenditure which was somehow not possible in the traditional accountability based line-item based budgeting. Elaborating the rational for such reform MJK Thavraj in the book, Financial Administration of India writes- The need for result- oriented budgeting is more keenly felt in all the developing countries where investable resources are few, the backlog in development is considerable, entrepreneurship is scarce and consequently the role of the government is all-pervading, embracing a wide variety of enterprises ranging from the simplest of consumer goods to the most complex capital goods industries and infrastructural facilities. Planning and budgeting are therefore extremely important to ensure economy, efficiency and effectiveness in the use of resources.... measurement of performance is thus an essential aspect of a result oriented budgeting. xiii Features of Performance Based Budgeting: • As a financial document it seeks the implementation and control of governmental programme through budget allocation. This is done by presenting the government operation in terms of programmes, activities and functions. • Through such a functional classification of governmental financial operations, public policies are sought to be identifies in the annual budget in concrete physical terms so
113 that a direct interaction between inputs and outputs could be identified and state performance reviewed through clearly identifiable cost overheads. • In traditional budgeting the object of government expenditure, purpose of the different proposed outlays, or linkages between cost and performance cannot be clearly identified or accessed. In performance based budgeting, the focus is on the end rather than the means. • The main purpose of this budgeting tool is to clearly define the objects of governmental spending the work to be performed and an estimated cost of the performance. • The concept of performance budgeting which is also called a programme budget, sets in advance the targets and the authorisation against which the performance of the governmental departments can be accessed periodically. • It serves as a basis for efficiency and work measurement qualitatively and quantitatively. The performance of the past year serves as an evaluation sheet for the next years' budgetary targets and estimates. xiv The 5 elements of Performance Based Budgeting: • Programming or the sub-division of the governmental budget for information purpose into programmes and activities representing identifiable unites with similar aims or operations. • Identifying the operational aims of each programme and activity for the budget year. • Budgeting and accounting for each programme so that the separate costs and revenues of each programme and activity are shown. • Measuring the outputs and performance of activities so that these can be related to their costs and to operational aims; and finally • Using the resultant date to establish standards and norms so that costs and performance can be evaluated and government resources used more efficiently. Principles of PBB: • Firstly, evolving a meaningful classification structure in terms of programmes, projects and activities under each function entrusted to an organisation in order to show precisely its objectives, the work done and the organisational responsibilities.

114 • Secondly, bringing the system of accounts, reporting and the prevailing financial management practices in general into accord with the new classification and requirements of performance budgeting • Lastly, establishing suitable work units for physical measurement of work done, or services rendered under each programme and activity and developing suitable norms, standards and other performance indicators for appraisal of performance. xv In a nutshell PBB attempts to integrate the planning, budgeting, costing, reporting and controlling the system of the organisation. Stages of PBB: 1. Categorisation: The first stage in Performance based budgeting starts with compiling a functional classification of all governmental activities in functional-programme- activities and projects. Usually the classification is done under the following pattern: Functions The first step is broad categorisation of the all activities under departmental heads such as agriculture, education, industry and health. Divisions Each functional categories are then further sub-divided into programmes, for instance heath may be sub-divided into primary health, child health and public health Activities Once the programmes are outlines, each programmes are deconstructed into activities. Activities constitutes the collection of similar types of work in a programme, the purpose of which is to contribute to the achievement of the broader programmes. Ex- Training of Rural Health Workers in the broader Public Health Programme of a State. Projects Lastly, each activities are further and finally sub classified into Projects on the other hand entails any activity that requires capital investment, such as building hospital and clinics. 2. Fiscal management and cost reporting: Secondly stage of PPB is evolving a system, of fiscal management and cost reporting which may be in accordance with the objectives of a programme budget. Basically in this step the financial requirement data is placed primarily under three main broad categories-

115 a. Programme and activity classification b. Object wise classification such as establishment charges, travel, grant-in-aid etc. c. Sources of financing indicating the demand numbers and major heads under which these outlays are included. 3. Accessing the performance: Thirdly in a PPB developing an accurate statistical weights and measures of accessing government performance in terms of adequacy and unit cost. 4. Evaluation or Feedback: Lastly, establishing in the budgetary process, an objective system of performance evaluation to provide periodic feedback to executors of public policies. xvi Zero Based Budgeting (ZBB) Evolution of ZBB: Peter Phyyh, an accountant manager in a Texas-based firm in United States created this method of Zero Based Budgeting (ZBB) in the year 1970. Though the private sector uses ZBB, first rose to prominence in government during the 1970s financial crisis. Faced with mounting public pressure, U.S. President Jimmy Carter promised to balance the federal budget and reform the federal budgeting system using ZBB, which he had used while governor of Georgia. Though initially well received, ZBB proved not only complicated and time consuming, but also ineffectual, as it was Congress and the executive branch that were ultimately responsible for deciding whether to keep or eliminate a program. Additionally, the president's budget office used a variant of ZBB as agencies were asked to rank their programs within funding limits. This forced the agencies to assign priorities and identify possible reductions. President Reagan abandoned the system after his election in 1980, and since then, the use of ZBB use in both the public and private sectors has been limited, primarily due to its high level of complexity and large requisite investment that can hinder its execution. xvii

116 Image: Zero-Based Budgeting: Zero or Hero? Deloitte Analysis. Essential principles of ZBB: There are 3 essential principles of ZBB which primarily distinguishes it from the conventional or traditional budgeting: • Firstly, under the conventional system, departments (called budget units) prepare and submit budgets which group many important activities under one head, making it difficult to scrutinise each activity closely. As against this aggressive approach, ZBB requires budget units which are small enough to allow close examination of their programmes. ZBB puts under magnifying glass the nature of activity of each budgetary units. For Example, in the case of education department, a separate budget need to be prepared for elementary education instead of for the whole department. Once the budget unit's activity is identified, the ZBB procedure asks: what is the activity were not funded at all? Are there other ways to perform the activity and meet the unit's objectives? The primary onus of explanation lies squarely on the departmental heads who are responsible for the activity and for preparing its budget. For instance, the Education Department of West Bengal Government may be asked what if dengue erdication programmes were not funded. A possible answer to answer from the government of west Bengal can be: 'mosquitos would thrive and this could raise the number of dengue cases.' However under the ZBB model a more definitive and qualitative answers are sought such as the estimated increase in the incidence of dengue,

117 likely number of patients lost, increase in public and private medical bills and possibilities of fatalities. In essence, it becomes an exercise in social cost-benefit analysis involving strenuous exercise at each departmental level. • Secondly, ZBB assumes that even if an activity needs to be finances it can be financed at a lower-than-current level. In other words, economy in public expenditure on public activities is at the heart of ZBB's second essential rule. It requires evaluation and review of all programmes and activities, current as well as new, and believes that those who are in-charge of public spending have the capacity to cut down expenditure without adversely affecting the current level of public services. • Third and finally, ZBB requires priority-ranking competing services of a budgetary unit. Tis ranking is done by listing all events of a decision package in order to decreasing benefits to the community. High-priority services are ranked at the top followed by low-priority services until all are ranked. The list so prepared is used to fund services in order of priority until available resources are exhausted. Many of the services at the end of the list may just be eliminated for want of funds. In brief, the three essential principles of ZBB are the following: a. Should we spend? b. How much should we spend? c. Where should we spend? Key features of ZBB: In his book 'Zero Based Budgeting: A Practical Management Tool for Evaluating Expenses', Peter Phyyh argues that the aim of Zero Based Budgeting is to facilitate the introduction of top level strategic issue in budgeting process. 1. As a budgetary tool ZBB,

100%	MATCHING BLOCK 243/328	SA	NS Final Public finance(1).doc (D154339682)

allocates funding based on program efficiency and necessity rather than budget history,

and suggests that in order to allocate resources more efficiently, one should tie expenditures with results. Which meant that rather than starting from a true zero base as ZBB would suggest, the agencies would start from a "priority base". 2. As opposed to traditional budgeting, no item is automatically included in the next budget, rather in a ZBB, budgeters review every program and expenditure at the
118 beginning of each budget cycle and must justify each line item in order to receive funding. 3. Budgeters can apply ZBB to any type of cost: capital expenditures; operating expenses; sales, general, and administrative costs; marketing costs; variable distribution; or cost of goods sold. When successful, ZBB produces radical savings and liberates organizations from entrenched departments and methodologies. When unsuccessful, the costs to an organization can be considerable. 4. Under the ZBB, each item of expenditure is challenged for its very existence in every budget cycle and no base or minimum expenditure level is presumed for an activity. 5. ZBB, means that past is cut-off, the present regraded as a clean slate and all departments have to start from a scratch, hence the name Zero Based Budgeting. 6. It is also called the sunset budgeting meaning that the sun would set on each government activity after a specified period. Before the sunset date, each department would be required to present a ZB, indicating the achievements of its activities and what would result if the activities were not renewed. xviii Advantages of ZBB • Resulting budget is well justified and aligned to strategy • Catalyzes broader collaboration across the organization • Supports cost reduction by avoiding automatic budget increases, often resulting in savings • Improves operational efficiency by rigorous challenging of assumptions xix Disadvantages of ZBB: • Costly, complex, and time consuming as budget is rebuilt from scratch annually, whereas simpler and faster traditional budgeting requires justification only for incremental changes • May be cost-prohibitive for organizations with limited funding • Risky when potential savings are uncertain • Execution challenged by budget cycle timing constraints

119 • Typically requires specialized training or personnel to accomplish, and requires more resources in general • May be disruptive to the organization's operations • Could harm organizational culture or brand Gender Budgeting: I. Origin: World-wide, there is a growing recognition of the need for a fundamental rethinking of the macro-policy framework for a gender perspective. The entire idea of this type of budgeting can be traced firstly, from the United Nations conference of the 1990s affirmed a global consensus on the need for a new approach to macro policy in the sustainable human development paradigm, which is based on the cornerstones of gender equality, poverty eradication, environment regeneration and democratic governance. Finally it was the United Nations Fourth World Conference on Women held in 1995 at Beijing contributed to the emergence of an international consensus in integrating a gender perspective in all polices and their budgetary dimension. Since then countries while formulating their budgetary policy have always given due consideration and importance to the question of gender question in their fiscal policy. II. Meaning: Gender budgeting refers to presentation of budgetary data in a manner such that the gender sensitivities of budgetary allocations are clearly highlighted. Gender Budgeting includes carrying out an impact analysis of government programmes and its budgetary allocations on the overall socio-economic status of women in the country. It is necessary to realise that women are equal players in the economy-directly as workers and indirectly as members of care economy. Thus Gender budgeting analysis helps in the streamlining of the gender equality ion the society. This type of budgeting lays stress on the philosophy of reprioritising rather than an increase in overall public expenditure and in particular, the reorientation of programmes within sectors rather than changes in the overall amounts allocated to particular sectors. Moreover, one of the key thrusts of a gender-sensitive budget is to ensure a greater visibility of the unpaid care economy. In other words, a gender responsive a budgeting applies a gender lenses to budgetary resources allocation, providing more visibility to women's unpaid work. xx III. Components of Gender Budgeting: Generally, a gender budgeting involves the following four components: a. Budgetary allocation of resources to various head

120 b. Actual government outlays on various head c. An accounting of how resources are utilised for a particular purpose d. Evaluation of the effectiveness of the resources utilised in delivering the intend result. IV. Indian Experience:A special reference, in the year 2000-2001 by Yashwant Sinha, the- the Union Minister of India in his budget speech for the first time gave a justification pertaining to the access of women to national resources, and this marked the dawn of gender-sensitive budgeting in India. Following this in 2004-2005, the Mistry of Women and Child Development (MWCD), adopted the mission statement of Budgeting for Gender Equality. Since then, several initiatives have been taken by the MWCD to operationalise gender budgeting in India. The following are some of the key corner stone of gender based budgeting in India- a. Quantification of allocation of resources for women in Union/ State/ Local Budgets. b. Gender audit of policies of government c. Impact assessment of various schemes d. Analysing programmes and strategies. e. Institutionalising generation and collection of gender disaggregated data. f. Consultations and capacity building. g. Gender based profiling of public expenditure h. Gender based spatial manning and participative budgeting. 3.13 Summary A budget is in the nature thus is an estimate and is quantified plan for future activities to coordinate and control the use of resources for a specified period. Budget is used as a standard with which actual performance is measured. Budgeting is a process which includes both budget and budgetary control. Budget is a planning function and budgetary control is a system and technique which uses budgets as a means of controlling all aspects of the business and is designed to assist management in the measurement of actual performance, in the analysis of deviations from the budgeted targets and to evaluate performance and efficiency of the operations. A good budgeting system requires good organisational system with the lines of authority and responsibility clearly mentioned. The important essentials required for the establishment of a sound system of budgeting includes budget centres, budget committee,

121 budget officer, budget manual, budget period, budget key factor, forecasting, determining level of activity and preparation of budget. Budget may be classified on the basis of time, function and flexibility. On the basis of time, budget may be classified as long term budget, short-term budget and current budget. 3.14 Glossary / Key Words •

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Budget : A comprehensive and coordinated plan, expressed in financial terms, for the operations and resources of an enterprise for some specific period in the future. • Budgeting : The

process of preparing plans for future activities of a business enterprise for attaining the objectives of an organisation. • Budgetory

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Control : The establishment of budgets relating to the responsibilities of executives to the requirement of a policy and the continuous comparison of actual with budgeted results

either to secure by individual

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action the objectives of that policy or to provide a basis for its revision.

Budget • Centres : Different sections of an undertaking or an organisation, where budgetory control measures to be applied and for the purpose, separate budgets are to be prepared. • Budget Committee : A group of representatives of various functions in an organisation • Budget Officer : A person who links up or coordinates the various functions, to bring them together and coordinate their efforts in the matter of preparation of target figures. • Budget Manual : A document which sets out standing instructions, the responsibility of the persons engaged in, and the procedures, forms and records relating to the preparation and use of budgets. • Budget Period : The period for which forecasts can reasonably be made and budgets can be formulated. • Budget Key Factor : The factor which at a particular time or over a period will limit the activities of an undertaking. • Forecasting : A statement of events likely to occur • Fixed Budget : A budget prepared on the basis of a standard or a fixed level of activity • Flexible Budget : A budget designed in a manner so as to give the budgeted cost at any level of activity. • Master Budget : A summary budget incorporating all functional budgets which is finally approved, adopted and employed.
122 i Ministère de l'Economie et des Finances "France's state budget", Paris, 1996 ii Stourn, Rene; The Budget; University of Michigan; 1917 iii Basu, Rumki; Public Administration: Concepts and Theories; Sterling Publisher; New Delhi; 1994. iv Budget and Budgetary Process in the Parliament of India v Budget and Budgetary Process in the Parliament of India vi Sury, M.M; Budgets and Budgetary procedures in India; Indian Tax Foundation; New Delhi; 2009 vii Basu, Rumki; Public Administration: Concepts and Theories; Sterling Publisher; New Delhi; 1994. viii Sury, M.M; Budgets and Budgetary procedures in India; Indian Tax Foundation; New Delhi; 2009 ix THE BUDGETARY PROCESS; LOK SABHA SECRETARIAT NEW DELHI x Sury, M.M; Budgets and Budgetary procedures in India; Indian Tax Foundation; New Delhi; 2009 xi The Budgetary Process, Lok Sabha Secretariat, New Delhi, 2019 xii Sury, M.M; Budgets and Budgetary procedures in India; Indian Tax Foundation; New Delhi; 2009 xiii Thavraj, MJK; Performance Budgeting in India-An Evaluation; Indian Journalism of Public Administration; Volume 30 Issue-I, Sage Publication. xiv Visvanathan, SS; Performance Budgeting in Government- An Illustrative Guide; IIPA; New Delhi; 1972 xv Sury, M.M; Budgets and Budgetary procedures in India; Indian Tax Foundation; New Delhi; 2009 xvi Basu, Rumki; Public Administration: Concepts and Theories; Sterling Publisher; New Delhi; 1994. xvii Perspective on considering a Zero Based Budgeting (ZBB) planning approach, Deloitte Analysis. xviii Zero-Based Budgeting:Zero or Hero?; Deloitte Analysis. xix Baseline Budgeting vs. Zero Based Budgeting: Americans for Prosperity, 2012. xx Sury, M.M; Budgets and Budgetary procedures in India; Indian Tax Foundation; New Delhi; 2009
123 BLOCK IV UNIT I Control Over Finance LEGISLATIVE STRUCTURE • 1.01 Learning Objective • 1.02 Introduction • 1.03 Historical Perspective of Legislative Control over Finance • 1.04 Nature of Parliamentary Control over Finance • 1.05 General Principles Followed by the Constitution to ensure Control Finance Over Finance • 1.06 Legislative Control over the Taxation policy • 1.07 How Parliament Puts its Control Over Executive • 1.08 Conclusion • 1.09 Summary • 1.10 Glossary or Key Words • 1.11 Model Questions • 1.12 Reference • 1.01 Learning Objectives: Financial administration is an important aspect of public Administration and is concerned with almost all aspects of the financial management of a Government. Especially the importance of this aspect has recently been enhanced because of the tremendous increase in the amount of money expended on government services. This changing aspect has naturally affected the extension of functions of the Legislature. Thus the objectives of this unit are to discuss the nature and importance of Parliamentary control over finance.

124 • 1.02 Introduction The necessity of understanding the role of Finance in the process of functioning of the Legislature of the country may be understood by the statements made on its importance. L.D.White said, "Every administrative act has its financial implication, " which is subserved by the Government through its Legislation, especially in a Democratic form of structure. Financial administration is at the core of modern government. The founders of the Indian Constitution very emphatically constructed the parliamentary form of government based on universal adult suffrage and direct election after a particular period. At the same time, the founders also suggested that the upper house will be formed through an indirect election. Framers of the Indian Constitution described India as the Sovereign Democratic Republic with a federal structure and a Parliamentary form of government. The parliament as the base of Indian democracy exercise its control over the framing and implementing laws on all necessary and nationally important matters. In this process, the elected representative in the Parliament exercises its controlling power in achieving the goal of government. In the process of parliamentary governance, the representatives issue a mandate to the executive. This function of the elected members of the parliament makes them responsible to the people. This also enables the representative to prove their accountability to the electorate. The Constitution has vested the Parliament with many instruments through which it can enforce accountability on the government. • 1.03 Historical Perspective of Legislative Control over Finance. The concept of budget and legislative control over the Finances through controlling the

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Budget began to develop in the late middle ages when the revenue was collected from the domain of the

King or Zaminder of the property. From that incident, a new legacy started to generate, where

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the budget became the statement of revenue and expenditure. During war or other exigencies, when the King or ruler required a lot of money for running the affairs in the

interest of the domain or

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the state, he had to consult the nobility to know their views on the

imposition of the new tax. The consultation was mainly made to understand the social effect of the imposition of extra tax. Only after the Glorious Revolution in 1688, there was a public principle that "no revenue without representation" got established. But during that period

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the control over 125 expenditure had still not acquired the conventions of legislative approval. Historically the system of legislative control over Public Finance first arose in England and it was more a growth than a creation. The first step that was taken in this direction

was during the reign of King John. The reign of King John established the convention of controlling the receipt and revenues. But no step was then taken to put control over the expenditure. Later the Stuart autocracy first took the initiative to make the Parliament more exacting in maintaining financial discipline. From this time the parliament started to make the political claim to put its control over the

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expenditure as well. But this did not come about suddenly.

Even this also not came through any concerted plan or design. This development was again made gradually. The initiation of this development began in 1787. Gradually the process of audit and accounting started its journey to establish and authenticate the authority of legislature over the expenditure. So this should be remembered that

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the audit system under the Exchequer and Audit Department Act 1866, and the constitution of a Standing Committee of Public Accounts in the House of Commons in 1866 were significant historical development in the arena of Legislative Control. Through this path finally, the modern system of Audit and

Reporting was built. With this, a new era of a new system of legislative control began and in India after her independence, the framers of the Constitution incorporated the system of sanctioning money and checking expenditures in a project. So legislative control on finance was followed from the prevailing British system of Parliamentary democracy. • 1.04 Nature of Parliamentary Control over Finance. The aim and focus of the Parliamentary control over the National finance are used to ensure proper and plan-oriented execution of the allotment made by the Budget. The financial control of Parliament has practically ensured the proper execution of the Budget. The changing role of governments globally brings out their increasing responsibility for various activities, resulting in increasing expenditure and simultaneously an effective control of Parliament over the executive, the main spender of the budgetary allotment. This control also assured the accountability of the executive in implementing the development projects sanctioned by the parliament through the budget. The proposal of approving the grant in the budget is placed in the parliament, and the parliament/ Legislature passed it based on the support of the majority members, after a long discussion on the submitted report of the concerned committee of the parliament. This is one of the major ways of controlling the
126 national purse, where the elected members in the parliament took the most vital role. For the proper functioning of the norms of approval, the parliament essentially required a proper monitoring mechanism. Because the natural tendency of any government is to place their require of public funds for appropriation and allocation to carry out the work. To achieve this goal properly there is reliable and accessible information which can indicate the actual responsibility of the working agencies.ParParliamenthould rerememberhat that any lapses in financial control have serious repercussions on the soundness of the public delivery system and develop it in sectors. Besides, this there are alsoimportantprtant procedural s parliamentlimtheh could also be used to control seeing of Budget expenditures too. such procedures through and at a regular periodic interval review of the expenditure. This will ring out the fact whether the allotted money and fund have been properly utilised for which it was allocated by Parliament. In this process, the following principles are followed:- ➢ The executive, acting through the elected Minister is not given the authority to raise money, through imposing tax or borrowing from the market or other sources, for any project or developmental work. The parliament is the final and last authority to emanate and consider any proposal for additional allotment. ➢ Loksabha is vested with the power to control the money bill exclusively. Such a Bill proposal must originate in the Lok Sabha which enjoys exclusive power on the Money bill. It also enjoys raising the exchequer by imposing a tax or by taking loans from the market. Being the sole authority for raising funds the LokSabha is also authorised to check the expenditure through its different Financial Committees. ➢

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The demand for a grant must come from the government. Neither Lok Sabha nor a state assembly may vote on a grant except on a demand for grant government. ➢ The proposal of imposing a new tax or for

any market loan must come from the Government, private members are not allowed to raise the such issue in the Lok Sabha. This may raise a question on the role of private members in the Parliament. The parliament in its capacity can at any time raise questions using the norms of putting such an instrument of control. These instruments of control to the hands
127 of private members are, 'question hour', 'debate' 'discussion' 'passing various relevant motions' etc. apart from this, the private members may place the proposal of sending any debatable issue to the parliamentary committees which too play an important role in exercising control and supervision. There is also some provision for using the Consolidated fund by the Lok Sabha. • 1.05 General Principles Followed by the Constitution to ensure Control Finance Over Finance. In any Country, the effectiveness of parliamentary democracy greatly depends on the control over the exchequer. The national exchequer is the bloodstream of all administrations. It is the major factor in the determination of Government policies. The sign of good governance generally establishes through its sound financial system. Considering the importance of finance and financial control, our founding fathers of the Constitution aptly vested the exclusive power and privileges to control the nation's power to the Lok Shabha'. Thus Indian system of legislative control over finance and financial policy greatly rests upon the rules of the Constitution and on the rules of the Lok-Sabha. The prime fundamental principle of Indian financial legislation is that no taxes may be laid without sanctioning the Parliament. Similarly, without the proper legislative approval public money cannot be spent. Both are controlled by the Legislature with its authority. The approval of yearly expenditure from the Government exchequer is given by the Parliament. This power of the legislature is its statutory power. There is also a second principle.

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The president shall, in respect of every financial year, cause to be laid before both Houses of Parliament the Annual Financial Statement embodying the estimated revenues and expenditure for the

coming year (Article 112, 113, 265) This especially indicates that the Parliament or Legislature shall generally not consider any proposal for expenditure of money and any proposal for raising revenues unless it is not recommended by the President. As per norms determined by the Constitution, the Cabinet, consisting of the elected members of the Parliament works on behalf of the President and under the leadership of the Prime Minister. Government is the spender. Being a spender the members of the Legislature decide not only the plan proposal submitted to the house, viewing the purpose and utility of the project it also sanctioning the amount for materializing the project. So Legislature decides the 128 necessity of funds for the completion of the project. Along with that it also approved the excess amount over the grant if it feels it necessary. So to summarise the issue, it can be said that the main thrust of legislative control over finance is exercised in two stages. The first is at the time of policy- making and the second is while reviewing the implementation of the policy. The legislature has control of the purse and determines the quantum of resources and the manner of raising and spending the same. The initial control is exercised

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at the time of the presentation of the annual budget or the annual financial statement, showing the estimated receipts and proposed expenditure of the Government, for the financial year.

The second stage of control viz. the control over the implementation of the policies is to review whether the sums of money

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voted by the legislature have been utilized for the purposes for which and in the manner in which the legislature

wanted them to be utilized. Our forefathers of the Constitution made some definite provisions for enforcing the control. ➢

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As per Article 107 (i) subject to the provision of Articles 109 and 117 concerning Money Bills and other financial bills, a bill may originate in either House of Parliament and subject to the provision of Articles 108 and 109 a Bill shall not be deemed to have been passed by the House of Parliament unless it has been agreed to by both

the

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Houses either without amendment or with such amendments only such amendment are agreed to by both

the House. ➢ Article 109 (I) provides that Money Bill shall not be introduced in the Upper House of the Parliament. ➢

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As per Article 109(2), after a Money Bill has been passed by the House of the People, it shall be transmitted to the Upper House for its recommendations and the Upper House shall within a period of fourteen days from the date of receipt of the Bill return the Bill to the House of the People with its recommendations. ➢ The House of the People may thereupon either accept or reject all or any of the recommendations of the Upper House. ➢ As per 109(3), if the House of People accepts any of the recommendations made by the Upper House, the Money Bill shall be 129 deemed to have been passed by both Houses with the amendments recommended by the Upper House and accepted by the House of people. ➢ Article 112(1) provides that the President shall in respect of every financial year cause to laid before both the Houses of the parliament, a statement of the estimated receipt and expenditure of the government of India for the year. Such a statement is called an "Annual Financial Statement".

There is also some clear provision on the use of Consolidated Funds by the House of People. As per Article 113(1),

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the expenditure charged upon the Consolidated Fund of the Government shall not be submitted to the vote of Parliament.

But Article 114(1) also provides

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that as soon as the grants under Article 113 have been made by the House of People, there shall be introduced a Bill to provide for the appropriation out of the Consolidated Fund of India of all money required to meet. Thus: ➢ The

expenditure charged on the Consolidated Fund
should never exceed the amount shown in the
statement ➢
This Fund can be used to i) make the estimated expenditure; ii) use the Fund to meet any unexpected demand upon the resources of India; iii) make

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an exceptional grant which forms no part of the current services of any financial year. • 1.06

Legislative Control over the Taxation policy. Control over finance through the yearly Budget can never be completed unless and until a provision has been made for accumulating the financial resources required to maintain the Budget programme in

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the country. For this purpose, a finance bill is placed before the

parliament. Our previous chapter discussed in detail the process of placing of Money Bill and the different phases it passed before final approval. There are some differences between 'Money Bill' and 'Budget'. ➢

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Money Bill deals exclusively with taxation, borrowing or expenditure. Whereas Finance Bill has broader coverage in that it deals with other matters as well ➢ A Money Bill

must be certified by

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the Speaker of the Lok Sabha. 130 ➢ A Money Bill must be returned by the Upper House to the Lok Sabha within 14 days of its receipt with its recommendations, if any, which the Lok Sabha is not bound to accept ➢ Disagreement over a Finance Bill, however, is resolved at a joint sitting by a majority of the total members present and voting

A Finance Bill embodies the taxation or revenue proposal for the financial year.

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This practice is quite in consonance with the well-known principles of democracy that, "no tax shall be levied or collected except by authority of law as embodied in Article 265 of our Constitution. So while the passage of the Appropriation Bill authorises the Government to appropriate money from the Consolidated Fund, the passes of the Finance Bill authorises it to collect taxes". The

function of the Legislature to enforce control over Finance starts with the question placed by the members of the Parliament, especially to members of the Government. This controlling weapon is used against the Executive by the Legislature. The question may be raised:- o Misuse of Funds: The opposition often asks the members of the executive regarding aberrations in public expenditure. The Executive then has to clarify the doubts, perhaps stemming from any miscommunication or misinformation, raised by the opposition. The Executive is politically bound to clear the doubts raised by the opposition. o Members of the parliament, especially the Opposition party use the legislative platform as an 'interactive dias" to ventilate their grievance s.It is said that the asking question is an "inherenrightts of members of the Parliament".Thee hour of question may be termed as the hour of trial of executhe tive. Because every mmember/ especially Ministers are answerable for the acts of their department. o In Indian Parliamentary Democracy Parliament is considered as the place of interaction among the members. Generally, four types of questions are seen to be placed in the Parliament. These are;

131 o Starred Question. When a member desires to get a reply to any question, he generally marked the question with an asterisk. This question belongs to the category of Starred questionsn. o Unstarred Question. Sometimes members do demand an immediate verbal reply from the concerned members of the executive. There are some question which aims to discuss on the financial control of the legislature and its effectiveness. These are: 1. Short Notice Questions: These questions are generally made on any urgent matter. The such important questions can be asked on shorter notice than ordinary questions. 2. . Private Member Questions: A question may be addressed to a private member provided the subject matter of the question relates to some bill, resolutionor otherr matter connected with the business of the house for which that member is responsible • 1.07 How Parliament Puts its ControlOver Executive with the help of Committees. Parliament has some useful instruments in its control which help it to substantiate control over the Executive. Among that most important instrument is Budgetary Control. As per our Constitution no money can be spent by the executive without sanction of the majority members of the Parliament. The Executive in each year placed the budget proposal to the house. The members of the house made an extensive debate in the Parliament on the proposal, which ultimate put to the vote before the members for their approval.. It is mandatory that budget proposal placed shoud be approved only by the supprot of the majority number of members of the house. But regarding the 'majority of the house' the conventionally the rulling party always hold the majority in the house. So the chances of being rejected by the majority has automatically reduced to an impossible proposition. Thus after approval on the Budget proposal, the Comptroller General and Auditr General of India audit the expenditure as well the project viability. On the basis of their Audit Accounts they submitted an extensive report to the Parliament regarding the utilization of sanctioned money as well as the judiciality of expenditure made by the Goverbnebt during a financial yeat. To ensure the control CAG

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has been given an independent status by the Constitution. Since parliament is too unwieldy body for a serious technical discussion on the

report of the CAG , it instantly
132 send to the PAC (Public Accounts Committee). PAC throughly scrutinize the report and audited Accounts and finally submitted to the Parliament with its recommendation and suggestion for action by Government wherever necessary. The Parliament justify the proposal of Executive for expenditure through the Estimate Committee. The Estimate Committee suggests the probable way for economic development, organizational efficiency or administrative reform. It can also suggest The second method of control starts immediately after the question hour, which is called 'Zero Hour'. . At this point, the members put their question in written form. The parliamentary norms are that, before any listed business, the paper so submitted is taken up in the for discussionThe zero hour is usually used to raise matters that are urgent and cannot want wait for the notice period required under other procedure. For raising matters during the zero hour, the members of Parliament give notice before 10 am to the Speaker on the same day. Committee system is prime instrument of controlling the function of the executive by the legislature. Apart from suggesting some

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alternative policies in order to bring about efficiency and economy in administration,

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the committee also select some departments each year, examine their working in great deal and makes suggestion on organization, economy, including policy matters.

The Committee of Public Undertakingsexamine public undertakings and evaluate their performance. It also examines different aspects such as implementation of policies programme, management, financial success etc. Committee of Public Undertakings sends the report of CAG after necessary examination to the parliament along with its comments.

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The Parliament exercise direct control over Public expenditure by examining the reports of the committee on Public Accounts and Estimate Committee. • 1.08

Conclusion Parliament has its own dignity and importance to protect the democracy as main rulling narration. Indian Parliament is an example of organization which runs and conduct its power and ruling privileges by the written documents. Citizen of India exercising their suffrage right elects their representatives. They naturally expect that their representative will properly represent their opinion and sovereign supremacy in the parliament. That duty is done by the elected members through questions and committee. It is imperative that they behave
133 in the prescribed manner to preserve the decorum of the Parliament. The instruments of financial control in India mentioned above can be effective if they are applied with public ethics and morality. The Parliamentary oversight can ensure control or act as a check on the functioning of the government. However, the parliamentarians must take care that there are no disruptions and walkout so that a healthy environment of questioning can be carried out. • 1.09 Summary • We have discussed in detail the historical narration of Legislative control over the finance as well as on the Executive. • Taking example of historical narration we have discussed the process of financial control of legislature on the finance. • The relevant Constitutional provisions in support of legisative control over finanace has also been discussed in detail • Major financial control is imposed on Government's Tax policies, and judicius tax imposition on the citizen. For this reason we have explained that issue here. • Thus we have come to the point of committee system and discussed the functions of committees of parliament which help the parliament to ensure its control over the executive. • 1.10 Model Questions Long Questions:- 1) Discuss in detail, how our Constitutional forefathers has incorporated the necessary provision to ensure the paliamentary control over the finance and executive. 2) Write a detail narration on the process of controlling the Tax system by the Parliament. 3) Discuss the nature of Parliamentary Control over Finance. . Middle question. 1) How Parliament Puts its Control Over Executive with the help of Committees. 2) What are the controlling instrument of legislature to control over the financial activities of the executive.
134 3) Write a note on the Constitutional provisions on financial control of parliament. Short Questions 1) Explain Budgetry control 2) Difference between Money Bill and Finance Bill 3) Expalin 'every Administration has its financial implication'. 1.12 References 1) Basu, Durga Das: Introduction to The Constitution of India; Lexis Nexis 2020 2) Barkar: Reflections on Government; Paperback, 2013 3) Rai, V.: Rethinking Good Governance; New Delhi, Rupa Publications India Pvt. Ltd. 2019 4) Mahajan, Sanjeev and Anupam Puri Mahajan; Financial Administration in India, New Delhi: PHI India learning Pvt. Limited, 2014. 5) Lakmikantha, M: Public Administration; McGraw hill Education (INDIA) Pvt. Ltd. 2016 6) Butt, R: The Power of Parliament; London: Constable & Co., 1967 7) Bhattacharya, Mohit: Social Theory and Development Administration; Jawahar Publishers, New Delhi,2002. 8) Bhattacharya, Mohit: Restructuring Public Administration; Jawahar Publishers, 1999. 9) Awasthi, A, and S. Maheswari: Public Administration, Lakshmi Narain Agarwal, Agra, 1984. 10)

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Basu Rumki: Public Administration. Concepts and Theories; Sterling Publishers Pvt. Ltd. 2022 135

Unit III: Financial Committees: Public Accounts Committee, Estimates Committee Contents 3.0 Learning Objectives 3.1 Introduction 3.2 Committee System: Need and Importance 3.3 Public Accounts Committee: 3.3.1 Evolution and Composition 3.3.2 Functions of Public Accounts Committee 3.3.3 Working Procedure of the Committee 3.3.4 Challenges faced by PAC 3.4 Estimates Committee 3.4.1 Origin 3.4.2 Term of Office 3.4.3 Composition 3.4.4 Functions 3.4.5 Working 3.4.6 Limitations 3.5 Conclusion 3.6 Summary 3.7 Glossary 3.8 Model Questions 3.9 References
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Learning Objectives After reading this unit, you should be able • To understand the composition and

function of
Public
Accounts Committee •
To understand the composition and function of Estimates Committee • To know about the limitations of both the committees 3.1 Introduction Under the Indian Constitution, Parliament has the prerogative to exercise control over taxation, to grant supplies for public expenditure and control public expenditure. In this context, it can be added that Lok Sabha, the Upper House of Parliament is vested with two types of power of control, entitled— a) pre-budgetary control and post-budgetary control. Post-budgetary control is very significant in the sense that it always tries to scrutinize the budgetary allocation and expenditure. The main instruments of parliamentary control are some

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financial committees, e.g.—Public Accounts Committee, Estimates Committee and Committee on Public Undertaking.

Here we will concentrate on first two committees. 3.2 Committee System: Need and Importance The need for financial Parliamentary control with the help of committee system arose somewhere in the sixteenth century in England and thereafter in the USA. It became popular in France in the eighteenth century and slowly developed in other countries. In India, the legislative control over finance can be said to have commenced after the year 1919 under the Montague Chelmsford Reforms. The Government of India Act, 1919 introduced the system of control by the Indian Legislature over finance largely modeled on the British system. The origin of the committee system in India can be traced back to the first legislature after the advent of British rule in India in 1853. The history of committees in India started with the setting up of the Legislative Council in 1854 and a Select Committee in 1856. Public Accounts Committee is one of the four elected oldest committees of the House. The Parliamentary financial control through committees attempts to ensure that the appropriation of money done by the parliament is spent economically for the approved purposes within the framework of grants. In view of the magnitude of tasks to be performed and within limited time at its disposal, the Parliamentary committees have been constituted. The committees facilitate a methodical and exhaustive assessment of the diverse legislative activities. They ensure supervision and accountability. There are two kinds of committees — Standing Committees and Ad hoc Committees. The ad hoc committees are appointed for a specific purpose and their existence ends after it has presented its report. The main ad hoc committees are the select and joint committees on bills. The Standing Committees are elected or appointed every year or periodically and their work goes on a continuous basis. The three financial committees that we shall be discussing in this unit constitute this category. There are Departmentally Related Standing Committees (DRSCs), too entrusted with tasks of considering demands for grants for various ministries/departments, examining bills referred by the Chairman of Rajya Sabha or Speaker of Lok Sabha and so on. 137 Now we shall be discussing the composition and functions of the three financial committees of the Parliament. 3.3 Public Accounts Committee: The parliamentary financial tool to monitor the government's financial activities is the Public Accounts Committee (P.A.C.). It is constituted to examine the appropriation accounts and the annual finance accounts of state corporations and other bodies. It also scrutinises the C.A.G. report but not those organisations which have been designated to the Committee on Public Undertakings. The P.A.C. tends to be effective and significant if its recommendations are rightly carried out. 3.3.1 Evolution and Composition Evolution The P.A.C. was set up in 1921 as per the Montague Chelmsford Reforms. The Government of India Act 1919, mandated the Governor-General-in Council to formulate such committees at the Centre as well as the provincial levels so that the accounts of the government are examined to detect any kind of abnormality or deviation from rules and regulations, extravagance, losses, delays, etc. The 1935 Act included a provision that the report of the P.A.C. must be tabled in the Legislature. Later, the 1947 Act mandated that the Committee would present its report to the President. The Committee on Public Accounts, which is the most prestigious Committee of Parliament, is constituted every year to examine

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accounts showing the appropriation of sums granted by the Parliament for expenditure of Government of India

as mentioned above. The Committee became a Parliamentary Committee on 26th January, 1950. Composition The P.A.C.

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consists of 15 members elected by Lok Sabha every year from amongst its members according to the principle of proportional representation by means of single transferable vote. Seven members of Rajya Sabha elected by

it in the same manner as the Lok Sabha are associated with the Committee in proportion to its respective strength in both the Houses. 3.3.2 Functions of Public Accounts Committee As discussed above, the P.A.C. examines accounts to check if the government has spent as per the funds appropriated by the government. The functions of the P.A.C. are given below: 1. Examination of Accounts: The P.A.C. examines accounts and the report of the CAG to ascertain that the appropriated funds by the Parliament have been spent with economy and efficiency as per the following conditions: i) The expenditure must not surmount the funds allocated by the Parliament. ii) The expenditure has been incurred for the specific activity that it was apportioned by the Parliament. iii) Only the authorised officials have spent the allocated funds. iv) The authorised officials have not neglected any vote of Parliament by using it more than a grant. 2. Procedure: The P.A.C. confirms if the procedure used in the maintenance of accounts has been according to the rules and laws. The P.A.C. has the power to call for persons, papers, or records for
138 the purpose of evidence. Although the committee can report or recommend on a specific item but cannot prohibit any expenditure. 3. Additional Functions: The P.A.C. is supposed to perform these following functions: i) It scrutinises income and expenditure statement of state corporations, trading and manufacturing schemes and projects. ii) Examination of accounts of autonomous and semi-autonomous bodies. iii) It scrutinises the accounts of those stores and stocks of which the CAG has conducted an audit. 4. Tax Administration: The Committee examines various aspects of the

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government's tax administration like the cases involving under-assessments, tax evasion, non-levy of duties,

etc. It also identifies the

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loopholes in the taxation laws and procedures and makes recommendations to check leakage of revenue. 3.3.3

Working Procedure of the Committee The procedure of the committee is given below in brief: • The committee works with the Chairperson as its head and guide. He/she is given feedback by the C.A.G. and the Secretary of the Committee to start the procedure of asking the questions. • The ministry's representatives are asked to appear before the committee to clarify certain questions related to their ministry's accounts. Such meetings are kept private and confidential to maintain secrecy of the witnesses. • A model/draft report is prepared by the Parliament Secretariat and Chairman to further send it to the C.A.G. for validation. • The Committee considers it finally and the presents it to the Parliament. • At times, sub-committees are formed to deal with specific issues. After a detailed review of all aspects, the report is finalised by the Committee and submitted to the Parliament. 3.3.4 Challenges Faced by P.A.C. • The P.A.C.'s power to scrutinise expenditure provides for Parliamentary oversight over Executive decisions and acts as a check on slackness, negligence and even wrongdoing on the part of the Executive. • However, the lack of technical expertise hinders the P.A.C.'s examinations. Officers are sometimes able to dodge P.A.C. summons, which has prompted suggestions that it should have the power to hand out harsher punishments. • In December, the Institute of Public Auditors of India (I.P.A.I.) sought suo moto powers of investigation for the P.A.C. • In April, the P.A.C. had pitched for making the CAG and Auditor General (AG) accountable to Parliament. Way Ahead:

139 • The report of the All India Conference of Chairpersons of P.A.C.s of Parliament and State/UT Legislatures suggested that the PAC should be consulted on the appointment of the CAG, and that it should have powers to examine Public-Private Partnership projects. • The report proposed that services of experts should be availed on technical matters, among other suggestions. 3.4 Estimates Committee The Estimates Committee is a financial Committee of the Lok Sabha. 3.4.1 Origin The origin of Estimates Committee can be traced to the setting up of a standing finance committee in 1921. It was established on the advice of the then-finance minister, John Mathai, during the post- independence era. The Estimates Committee is a Committee of Lok Sabha. The Provisional Parliament approved the motion to elect the first Estimates Committee on April 3, 1950, and the Committee was elected on April 10. 3.4.2 Term of Office The term of office is one year.

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A minister cannot be elected as a member of the committee.

A new election for the Constitution of the Committee

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for the coming financial year should be held before the end of the current financial year. The

current Committee members will continue to serve until new members are elected if such an election is not held for any reason. 3.4.3 Composition It had 25 members at first, but that number was increased to 30 at the year 1956. The Estimates Committee consists of members from Lok Sabha only. The Rajya Sabha has no representation in this committee. 3.4.4 Functions According to
Rule 310

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of the Rules of Procedure and Conduct of Business in the Lok Sabha, the

Committee
on Estimates is established to examine any

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estimates that may seem appropriate to the Committee or that have been formally referred to it by the House or the Speaker. The function of the committee

is to look over the estimates made for the budget and suggest 'economies' in public expenditure As a result, it is also referred to as a 'continuous economy committee'. The function of the committee is explained in detail below. •

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To report what economies, improvements in organisation, efficiency and administrative reform consistent with the policy underlying the estimates, can be affected

Estimates Committee at Glance Founded 1950 Chairman Girish Bapat Appointment of Chairman Speaker of Lok Sabha Tenure One Year Total members 30 (Lok Sabha only)
140 Manner of Election Principles

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of proportional representation by means of a single transferable vote •

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To suggest alternative policies in order to bring about efficiency and economy in administration • To examine whether the money is well laid out within the limits of the policy implied in the • estimates • To suggest the form in which the estimates are to be presented to Parliament • When it comes to public undertakings that are assigned to the Committee on Public Undertakings, the

Committee shall not exercise its powers. • Throughout the financial year, the Committee may periodically continue to examine the estimates and report its findings to the House. • The Committee shall not be required to review all of the estimates for any year. Even though the Committee has not submitted a report, the demands for grants may still ultimately be voted on. 3.4.5 Working Let's discuss the working of the committee on estimates in detail. • After the constitution of the Estimates Committee, it selects estimates which are

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pertaining to a Ministry/Department of the Central Government or such of the statutory and other bodies of the Central Government as may seem appropriate to the Committee. • The Committee further examines items of particular importance that may emerge or be discovered during its work, matters referred by the House or the Speaker. • The Committee calls for preliminary materials from the Ministry/Department, statutory and other Government bodies with reference to the topics selected for

the

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examination and also memoranda from non-officials involved with the subjects for the use of the Committee's members. • The Committee from time to time appoints one or more study groups

or subcommittees to conduct in-depth investigations into a variety of subjects. • With the Speaker's

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approval, the Committee may decide to make visits to study any specific matter, project, or establishment, either as a whole Committee or by dividing itself into Study Groups,

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if it appears to the Committee that it is necessary for the purpose of its examination that an on-the-spot study should be made. • The

pertinent Ministries/Departments, etc., are contacted in advance to request notes regarding the institutions/offices, etc., to be visited. These notes are then distributed

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to the members of the Committee/Sub Committee/Study Group. 141 •

Only informal meetings are held at the site of the visit when the committee, subcommittee, or study group is there on a study visit. Such meetings don't record any evidence or make any decisions. • All meetings between the Committee and representatives of Ministries/Departments, non- official organisations, etc. are confidential, and anybody with access to them is not allowed to share any details regarding the topics discussed with the press or other unauthorised

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parties. • Official and nonofficial witnesses are later invited to testify at formal meetings of the Committee held

in the Parliament House Complex in New Delhi, taking into account

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informal discussions during Study Visits, memoranda received from non-officials, information gathered from the Ministry/Department concerned, and other sources. •

The committee's observations and recommendations are included in the reports it submits to the Lok Sabha. • The Ministry or Department in question must act on the Observations/Recommendations findings included in the Report within six months of the Report being presented to Lok Sabha, or as otherwise instructed by the Committee. • After the Committee has reviewed the Government's responses, a report on the actions taken is given to Lok Sabha. Statements are placed on the Lok Sabha's table as responses to the suggestions found in the Action Taken Reports. 3.4.6 Limitations The following factors limit the Estimates Committee's ability to do its job effectively: • It cannot question the policy laid down by the Parliament. • It examines every year only certain selected ministries and departments. Thus, by rotation, it would cover all of them over a number of years. • It does not examine the budget estimates before they have been voted on by the Parliament. • Its recommendations are advisory and not binding on the ministries • Its work is in the nature of a post mortem work i.e. it examines the expenditure which has already been done by the government. • The expert assistance of the C.A.G. is available to the Public Accounts Committee but not to the Estimates Committee 3.5 Conclusion To conclude it can be stated that the said instruments of parliamentary control i.e. P.A.C. and E.C. have been working significantly in their own field. Formation of P.A.C. shows that it does not work as an agent of any specific political party, because different representatives of important political parties are incorporated here. A former Speaker of Lok Sabha aptly comments, "...the association of the members of the opposition assures all that the government spending is going to be scrutinised with no special tendencies." On the other hand, through the reports of E.C. common people could learn 142 about the governmental activities. The main objective of E.C. is not only limited to criticism, but to accumulate knowledge about constructive discussion, observation etc. P. R. Jena rightly remarks, "When any technical issue emerges for discussion, then the members of E.C. use to accept opinions from both official and non-official experts." 3.6 Summary • The Public Accounts Committee (P.A.C.)

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is a committee of selected members of Parliament, constituted by the Parliament of India, for the purpose of auditing the revenue and the expenditure of government of India. •

The Estimates

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Committee is a committee of selected members of Parliament, constituted by Lok Sabha for the purpose of scrutinising the

functioning of government's ministers and departments in terms of expenditure and utilisation of funds. 3.7 Glossary • Montague Chelmsford Reforms: The government of India Act, 1919also known as the Montague Chelmsford Reforms came into force in 1921. It was instituted in the British Indian Polity to introduce the diarchy, that is, the rule of two, the executive councilors and the ministers. • The Committee on Public Undertakings (C.P.U.): It was established in 1964. Its main function is

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to: i. Examine the reports and accounts of the public undertakings. ii. Scrutinise reports of the CAG on the public undertakings.

iii. Carry out any other functions of P.A.C. and E.C. with respect to public undertakings. 3.8 Model Questions Long answer type questions: 1. Explicate

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the composition and functions of Public Accounts Committee. 2. Discuss the composition and functions of Estimates Committee. 3.

What are the limitations of Estimates Committee? Medium answer type questions: 1. Examine the challenges faced by Public Accounts Committee. 2. Evaluate the works of Estimates Committee. 3. Mention the tenure of members of Estimates Committee. Short answer type questions: 1. In which year Public Accounts Committee was set up? 2. How many members are in P.A.C.? 3. In which year Estimates Committee was formed? 3.9 References 1. Chauhan, M. S. (2011) – Public Finance: Issues and Problems, Global Publication, New Delhi, India 2. Chanda, Ashoke (1967) – Indian Administration, George Allen and Unwin Ltd. London
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Mahajan, S. K. and Mahajan A. P. (2014) – Financial Administration in India, PHI India Pvt. Ltd., New Delhi, India 6. W, H. Morris-Jones (1957) – Parliament in India, Orient Longman, London Unit IV: Accounts and Audit: Role of C.A.G. Contents 4.0 Learning Objectives 4.1 Introduction 4.2 Accounting 4.2.1 Types of Accounting System 4.2.2 Accounting System in India 4.3 Audit 4.3.1 Audit Oragnisation in India 4.3.2 Audit Report 4.3.3 Separation of Accounts from Audit 4.4 Comptroller and Auditor General (C.A.G.) 4.4.1 Origin 4.4.2 Constitutional Provisions 4.4.3 Functions and Power of C.A.G. 4.4.4 Criticism 4.5 Conclusion 4.6 Summary 4.7 Glossary 4.8 Model Questions 4.9 References 4.0
Learning

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Objectives 144 After reading this unit, you should be able • To know about the importance of

accounting • To understand the main forms of government accounts • To have some ideas regarding accounting system of India • To understand the importance of audit • To know about audit system of India • To realise the role of C.A.G. in India 4.1 Introduction Financial administration seeks to raise, spend and account for the Fund needed for public expenditure. Sound fiscal administration is of vital importance to government. As revenue is derived from the citizens, it is morally incumbent upon government to spend money efficiently and economically. Unsound financial administration may destroy the prospects of democracy itself. It is apt here to mention that the unprecedented increase in government expenditure in modern times makes it essential that sound principles, tools and techniques of financial administration should be employed by all governments. It involves the activities of four agents: the executive which needs and spends the funds, the legislature which grants the funds and appropriates them to particular ministries and departments,

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the finance ministry which controls the expenditure and audit which sits in judgment over the way in which the funds have been spent.

In this context it is worthy to mention the role of C.A.G. of India which is regarded as the supreme audit institution in India, establish under
Article 148 of the Constitution of India. This institution is vested with the power

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to audit all receipts and expenditure of the government of India and the state governments including those of autonomous bodies and corporations substantially financed by the government.

So in this unit the importance of accounts and audit as well as the role of C.A.G. will be discussed. 4.2

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Accounting Accounting means keeping a systematic record of financial transactions whether of a public authority or private concern or individual. According to L.D. White, “The primary functions of system of accounts are to make a financial record, to protect those handling funds, to improve the financial condition of the organisation in all its branches or purposes at any time, to facilitate necessary adjustment in rate of expenditure, to give information to those in responsible positions on the basis of which plans for future financial and operating programmes can rest, and to aid in the making of an audit.” Accounting is an indispensable means of exercising financial control. It is only through systematic accounts supported by vouchers and receipts that the legality and honesty of the transactions can be determined. Accounts are important by way of record of what was received and paid. Such record is essential to prevent the neglect of demands of dues and double payments, through forgetfulness. Accounts furnish valuable data for the formulation of financial as well as general policy and programmes. Through accounts the authorities can know whether a particular activity or programme of the Government is self-supporting or involves a burden on the public exchequer, and if the latter, whether it should be continued or expanded or not. Scientific budget preparation would be impossible without the help of accounts. The Form of Governmental Accounts: The form of Governmental accounts differs from the business and commercial accounts, because the objects of the two are different. Business and Commercial accounts are so kept as to facilitate the preparation of the balance sheet showing profit or loss, and 145 assets and liabilities. Government

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not for profit but for service to the people. So the object of Government accounting is to furnish data to show whether the provisions of the budget as voted by the legislature have been observed or not. The Government accounts, therefore, follow the budgetary form. In India, the form of the accounts of the Union as well as of the States is prescribed by the Comptroller and Auditor-General of India, with the approval of the President. In practice, the budget form corresponds to the form of accounts as prescribed by the Comptroller and Auditor General. The main forms of Government accounts are as follows: (i) Control Accounts: The main objective is to ensure fidelity on the part of officers having the duties of collection, custody, disbursement and the ensuring of rigid adherence to all directions and limitations to levy and collect income and make expenditure. With this end in view, every Government maintains its Revenue Accounts (accounts for each head of income), Appropriation Accounts (accounts for each major and minor head of expenditure), and Fund Accounts (accounts of different funds which Government maintains). (ii) Proprietary Accounts: The proprietary accounts are kept mainly from the point of view of the convenience of internal administration. They do not serve the purpose of the interested external parties, namely the legislature and the public. For this, supplementary accounts are maintained. These accounts are called 'Proprietary Accounts'. (iii) Supplementary Detailed Accounts: Detailed accounts, regarding the assets and liabilities1, receipts and expenditure of the Government received from different viewpoints may be maintained and published after one or two years for the information of the public. The Account-Keeping Agency in India: According to the theory of financial administration, keeping of the accounts should be a function of the executive authorities. But in India, the duty of keeping the accounts of the Union (except the Railway and the Defence Accounts) as well as the State devolves upon the Comptroller and Auditor-General of India and his staff. Under the Comptroller and Auditor-General there is in each state an Accountant-General in whose office the accounts of the transactions taking place within the territorial limits of that state are kept. Railway accounts are kept by the Financial Commissioner for Railways, and Defence accounts, by the Finance Ministry through the Financial Adviser (Defence) and the Military Accountant-General. 4.2.1 Types of Accounting System (a) Double-entry Book Keeping: Under this system every item of expenditure is entered at two places. One entry remains with the operating service while another is sent to the accounts office, if there is a separate department of the Government or to the controlling officer of the same service. The merit of this system is that if an error is to be deliberately made, it will have to be made at two places, which is a difficult task. (b) Cost Accounting: It is the determination of inclusive costs per unit. It may be applied in production, unit cost of a commodity manufactured in a Government, or even in service. This system is mostly made use in the Public Works Department. The utility of this system is that the costs may be compared in a single institution or single operation over successive periods of time and the comparative costs of similar operations in different agencies or in different jurisdictions may be determined. 146 (c) Accrual Accounting System: It is that system of accounting by which the right to a receipt, or the obligation to make a payment, is established or as is technically called, accrues. Under this system, appropriate entry is made in the account books of all actions having for their result an undertaking with the right to an asset or placing it under an obligation to pay. This system is followed in France. The main advantage of this system is that it gives detailed information regarding every transaction of the Government. (d) Cash Accounting System: Under this system, the right to a receipt, or the obligation to make a payment, is realised upon, or as the technical term goes, is liquidated. It seeks to record only those operations in which an actual transfer of cash has taken place. Most Governments use the cash accounting system because of its simplicity. 4.2.2 Accounting System in India There are four stages in the building up of accounts. These are as follows: (i) Initial Entry: In each district, there is a Government treasury under the charge of a Treasury Officer. The treasury is maintained at the cost of the State Governments. Every financial transaction is separately recorded in the treasure. On the 11th and 1st of each month, the Treasury Officer sends a list of payments made during these intervals, supported by vouchers, to the Accountant-General. In case of the Railways, Post and Telegraph, Public Works Department and Forest Department, receipts are paid in the treasury in lump, while detailed accounts are kept by the departmental officers. (ii) Classification of Accounts by the Accountant-General: All accounts of the previous month reach the office of the Accountant-General by the 1st of next month. The accounts are classified in order to secure uniformity in accounting and also in order to help in the preparation of budget forecasts. There are four different types of accounts in India: They are: (1) Revenue Accounts: These deal with all proceeds of taxation and other payments classed as 'revenue' and all expenditure there from. (2) Capital Accounts: These deal with expenditure met from borrowed funds and accumulated cash balances. (3) Debt Accounts: These deal with the receipts and payments in which Government either becomes

liable to repay the moneys received or becomes entitled to claim to recover the amount paid. (4) Remittance Accounts: Relate to all such transactions as are not covered by the previous categories. Each one of these accounts is divided into major heads. Parliament makes money grants on 'major heads' which are further divided into 'minor heads' which are sub-divided into 'subheads' which, in turn, are further divied into 'detailed heads'. Revenue heads are numbered in the Roman figures, (I, II, III, IV, etc.) and expenditure heads are numbered in the Arabic figures, (1, 2, 3, 4, etc.). (iii) Monthly compilation: Before compilation, accounts are audited by the Auditor. Then they go to the accounts officers who compile them every month and submit them to the Government by the end of the following month. (iv) Annual compilation: This is done by the Comptroller and Auditor-General of India. The Comptroller and Auditor-General's department prepares the final accounts of the Union and State Governments in two forms — The Appropriation Accounts and the Finance Accounts. The Appropriation Account is an account comparing the total grants, original 147 and supplementary, made by Parliament for particular purposes for a financial year with the actual expenditure incurred for these purposes during the year. The Public Accounts Committee examines this account. Subsidiary accounts such as the profit and loss accounts and balance sheet of the commercial undertakings of the Government, stores accounts, works accounts, etc., are appended to the Appropriation Account to give details of expenditure concerning these. The Finance Account is a comprehensive account of the receipts and expenditure of the Government (Union or State) classified under the various heads and sub-heads of the budget. Besides these, the Audit and Accounts department also prepares a General Financial Statement called the 'Combined Finance and Revenue Accounts of the Central and State Governments', giving a summary of the accounts of the Union and of all the State Governments for the preceeding financial year and showing their balances and outstanding liabilities. They are submitted to the President or the Governor, as the case may be, sometimes in January or February, of the following year and are then laid before the Parliament or the State Legislature, as the case may be, at the Budget Session. 4.3 Audit: Audit is the development of the 19th century and is inevitably an indispensable part of the parliamentary control of public finance. Audit means an examination of accounts with a view to determine the correctness of these accounts and of the transactions they embody. According to James C. Charlesworth, "Audit means the process of ascertaining whether the administration has spent or is spending its funds in accordance with the terms of the legislative instrument which appropriated the money." A thorough-going audit should be an audit (a) against laws, rules and regulations (b) against appropriations as voted in the budget (c) against sanctions, and (d) against canons of financial propriety. Of these criteria (a) to (c) seek to judge the legality, while canons of financial propriety are intended to check improper and wasteful expenditure. 4.3.1 Audit Organization in India The audit and accounting functions in India are combined in the hands of one organisation, the Indian Audit Department, headed by the Comptroller and Auditor-General of India.

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Independent audit emerged in 1919 with the inauguration of the Montague-Chelmsford Reforms. The Government of India Act, 1935 further improved its status by giving it constitutional recognition and by requiring its appointment to be made by His Majesty. The Department was given the same status as of judges of the Federal Court. With the enactment of Constitution in 1950, the Auditor-General of India was re- designated as the Comptroller and Auditor-General of India Historically speaking, the creation of such an office was the product of Gladstone's ingenious mind, when he was Chancellor of the Exchequer in the British Cabinet. He got the Exchequer and Audit Act passed through the British Parliament in 1866, which led to the establishment of the office of the Comptroller and Auditor-General. In the U.S.A., the 148 office of the Comptroller and Auditor-General in its present form came into existence when the Budget and Accounting Act of 1921 was passed. Audit in India Audit of Government accounts (including the accounts of the States) in India is a Union subject and is entrusted to the Comptroller and Auditor-General of India. Indian audit is governed not by law, but by an executive order — the Government of Indian Audit and Accounts Order 1936 as adopted under the Indian (Provisional Constitution) Order of 1947. Audit in India is primarily concerned with expenditure. Its concern with receipts is limited to those items only which it may be required by the executive to undertake, or may undertake with its approval. At present the receipts of Railways, Posts and Telegraph and Customs are subject to audit while other receipts including those from Income-tax are not. Audit should really be an arm of the legislature to assist it in seeing that its wishes and decisions as expressed in the budget are respected. The Constitution requires that the report of the Comptroller and Auditor-General relating to accounts shall be laid before each House of Parliament but technically, the audit is conducted on behalf of the Executive and its reports are submitted to the Executive (the President in case of the Union, and the Governor in case of States) which causes them to be laid before the Legislature. Finally, Indian audit is primarily a legality audit. The Government of Indian Audit and Accounts Order under which it is conducted, requires the Comptroller and Auditor-General to ascertain whether moneys shown in the accounts as having been disbursed were legally available for and applicable to the purpose to which they had been applied and whether the expenditure conforms to the authority which governs it. 4.3.2 The Audit Report Audit results in the certification of the accounts by the Comptroller and Auditor-General as correct subject to such comments and remarks as he may choose to make, and in the preparation of an audit report for each of the Governments whose accounts are audited. This report is presented, in case of the Centre, to the President, and in case of the States, to the Governors. These heads are required, by the Constitution, to cause these reports to be laid before their several Legislatures. The Legislatures refer the reports to their Public Accounts Committees of which there is one at the Centre as well as one in each of the states, for examination of the report. The audit reports contain the comments of the audit authorities on the correctness or otherwise of the expenditure and other financial transactions. Particularly they point out the more important financial ir-regularities, the cases of budgetary grants being exceeded, failure to obtain the necessary sanction for expenditure, non- compliance with rules and regulations, cases of improper or wasteful expenditure, and of misappropriation and embezzlement. The audit reports are examined by the Public Accounts Committee and the committee reports upon it. Performance Audit: Performance audit means an appraisal of accomplishment. In India, it is called efficiency-cum performance audit. Broadly, the purpose of such audit would be to ascertain whether: (a) such undertakings are being run efficiently and their operations conducted economically. (b) They are producing the results expected of them. 4.3.3 Separation of Accounts from Audit 149 In India, the twin functions of maintenance of accounts and their audit had remained combined in the same hands until 1976. The Comptroller and Auditor-General was entrusted with both sets of functions. In Britain, on the other hand, there is separation of accounts from audit, the former function is performed by the Heads of Departments in the capacity of Accounting Officers. The audit department has no concern with the compilation of accounts which, of course, is rescrutinised by it on behalf of Parliament to which the report of its examination is submitted. Excepting the Departments of Defence and Railways where accounts were compiled by the departments themselves, these functions have been combined in India. This arrangement was unequivocally criticised by successive commissions. The Muddiman Committee (1924), the Inchcape Committee on Retrenchment (1923) as well as the Simon Commission (1929) recommended the separation of accounts from audit as a necessary financial reform. P. K. Wattal has emphasised the desirability of separating these two functions by remarking, "Accounting is essentially an executive function and must be under the control of the executive head of the department. Auditing is a quasi-parliamentary function, which involves a checking of the works done by the executive authorities for report to the Parliament. A combination of these two essentially distinct functions in a parliamentary officer is good neither for the

executive ad-ministration nor for the Parliament. It is almost as bad as combination of executive and judicial functions. In every modern administration, accounting and auditing functions should be kept distinct and separate from each other. It is only then that the auditor's certification regarding the correctness of the accounts has any meaning. Where there is a combination of functions, there is necessarily a contradiction in as much as the officer compiling the account is also the officer who certifies its correctness." In 1976, the Central Government separated accounting from the audit, and since that year the Comptroller and Auditor-General of India has been relieved of the responsibility for compiling of the accounts of the Central Government and is concerned with the audit of accounts only. Consequent upon the separation of accounts from the audit, a Controller-General has been appointed in the Central Government to be the technical authority heading the new accounting set-up. He is in charge of the final compilation of accounts. 4.4

Comptroller and Auditor General (C.A.G.) "I

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am of the opinion that this dignitary or officer is probably the most important officer in the Constitution of India. He is the one man who is going to see that the expenses voted by Parliament are not exceeded, or varied from what has been laid down by Parliament in the Appropriation Act." —Dr. B.R Ambedkar

C.A.G. is an independent authority under the Constitution of India. He is the head of the Indian audit & account department and chief Guardian of Public purse. It is the institution through which the accountability of the government and other public authorities (all those who spend public funds) to Parliament and State Legislatures and through them to the people is ensured. 4.4.1 Origin • Office of the Accountant General was established in 1858 (the year the British took over administrative control of India from the East India Company). In 1860 Sir Edward Drummond was appointed as the first Auditor General.
150 ▪ Meanwhile after some restructuring the Auditor General of India came to be called the Auditor and Accountant General to the Government of India. • In 1866, the position was renamed Comptroller General of Accounts, and in 1884, it was re- designated as Comptroller and Auditor General of India. • Under the Government of India Act 1919, the Auditor General became independent of the government as statutory backing was given for the position. ▪ The Government of India Act 1935 further strengthened the position of the Auditor General by providing for Provincial Auditors General in a federal set-up. ▪ The act also described the appointment and service procedures and gave a brief overview of the duties of the Auditor General of India. • The Accounts and Audits Order of 1936 provided detailed accounting and auditing functions of the auditor general. • This arrangement remained unchanged until India's independence in 1947. After independence,

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Article 148 of the 1949 Indian Constitution provided for the establishment of a Comptroller and Auditor General to be appointed by the President of India. ▪

CAG jurisdiction was extended to Jammu and Kashmir in 1958. • In 1971 the central government enacted

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the Comptroller and Auditor General (Duties, Powers, and Conditions of Service) Act, 1971. The act made CAG responsible for

both accounting and auditing duties for central and state governments. ▪ In 1976 CAG was relieved from accounting functions. • CAG has undergone rapid computerization and modernization since the 1990s and pervasive nature of Indian corruption has kept CAG vigilant and it has audited and investigated some of the worst and most controversial corruption scandals in Indian history. 4.4.2 Constitutional Provisions • Article 148 broadly deals with the CAG appointment, oath and conditions of service. • Article 149 deals with
Duties and
Powers

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of the Comptroller and Auditor-General of India. • Article 150 says that the accounts of the Union and of the States shall be kept in such form as the President may, on the advice of the CAG, prescribe. • Article 151 says that the reports of the Comptroller and Auditor-General of India relating to the accounts of the Union shall be submitted to the president, who shall cause them to be laid before each House of Parliament. ▪ The reports of the Comptroller and Auditor-General of India relating to the accounts of a State shall be submitted to the Governor of the State, who shall cause them to be laid before the Legislature of the State. 151 •

Article 279 – Calculation of 'net proceeds' is ascertained

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and certified by the Comptroller and Auditor-General of India, whose certificate is final. • Third Schedule – Section IV of the Third Schedule of the Constitution of India prescribes the

form of oath or affirmation to be made by the

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Judges of the Supreme Court and the Comptroller and Auditor-General of India

at the time of assumption of office. • Sixth Schedule – According to this schedule, the District Council or Regional Council should be kept in such form as the CAG prescribes with the approval of the President. In addition these bodies account are audited in such manner as CAG may think fit, and
the reports

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relating to such accounts shall be submitted to the Governor who shall cause them to be laid before the

Council. 4.4.3 Functions and Power of C.A.G. C.A.G. derives its audit mandate from different sources like– • Constitution (Articles 148 to 151) •

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The Comptroller and Auditor General's (Duties, Powers and Conditions of Service) Act, 1971 •

Important Judgments • Instructions of Government of India • Regulations on Audit & Accounts-2007 C.A.G. audits

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the accounts related to all expenditure from the Consolidated Fund of India, Consolidated Fund of each state and UT's having a legislative assembly. He audits all expenditure from the Contingency Fund of India and the Public Account of India as well as the Contingency Fund and Public Account of each state. He audits all trading, manufacturing, profit and loss accounts, balance sheets and other subsidiary accounts kept by any department of the Central Government and the state governments.

He audits

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the receipts and expenditure of all bodies and authorities substantially financed from the Central or State revenues; government companies; other corporations and bodies, when so required by related laws.

He audits

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the accounts of any other authority when requested by the President or Governor e.g. Local bodies. He advises the President with regard to prescription of the form in which the accounts of the Centre and States shall be kept. He submits his audit reports relating to the accounts of the Centre to the President, who shall, in turn, place them before both the houses of Parliament. He submits his audit reports relating to the accounts of a State to the Governor, who shall, in turn, place them before the state legislature.

C.A.G. also acts as a guide, friend and philosopher of the Public Accounts Committee of the Parliament. 4.4.4 Criticism Paul H. Appleby, in his two reports on Indian Administration, was very critical of the role of CAG and attacked the significance of his work. He also suggested that the CAG should be relieved of the responsibility of audit. In other words, he recommended the abolition of the office of CAG. His points of criticism of Indian audit are as follows: 1. The function of the C.A.G. in India, is in a large measure, an inheritance from the colonial rule.
152 2. The C.A.G. is today a primary cause of widespread and paralysing unwillingness to decide and to act. Auditing has a repressive and negative influence. 3. The Parliament has a greatly exaggerated notion of the importance of auditing to Parliamentary responsibility, and so has failed to define the functions of the C.A.G. as the Constitution contemplated it would do. 4. The C.A.G.'s function is not really a very important one. Auditors do not

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know and cannot be expected to know very much about good administration; their prestige is highest with others who

do not know much about administration. 5. Auditors know what

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is auditing, which is not administration; it is a necessary, but a highly pedestrian function with a narrow perspective and

a very limited usefulness. 6. A deputy secretary in the department knows more about the problems in his department than the C.A.G. and his entire staff. 4.5 Conclusion To conclude it can be stated that

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financial administration is a dynamic process which falls into few well-defined divisions.

Among these divisions, the important one is

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rendering of the accounts by the executive and the audit of

this account. Until 1976

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the twin functions of maintenance of accounts and there audit had remained combined in the same hand. The C.A.G. was entrusted with both sets of functions. 4.6

Summary •

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The financial administration is a part of general administration. The purpose of public administration is to observe that the money sanctioned by the legislature for development and other purposes

has been

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properly spent and the performance of the financial administration is quite satisfactory. • The

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financial administration cannot go beyond the general principles. The budget and the allied ideas are settled by the finance department.

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This is not all. The functions of financial administration are scrutinised and audited by the C.A.G. of India. This is a very powerful constitutional authority of India. 4.7

Glossary • Systems Audit: It is carried out to determine if the information system in place is making sure the data integrity, safeguarding the organisation's assets operating efficiently to help the organisation in achieving its goals and objectives. • Contingency Fund: It is a reserve of money set aside to cover possible unforeseen future expenses. The Contingency Fund of India is established under Article 267 (1) of the Indian Constitution. •

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Consolidated Fund: All revenues received by way of taxes like income tax, central excise, customs and other receipts flowing to the government in connection with the conduct of government business that is non-tax revenues are credited into the Consolidated Fund constituted under Article 266 (1) of the Constitution of India. 4.8

Model Questions
153 Long answer type questions: 4. What are the functions and powers of C.A.G.? 5. How did the office of the C.A.G. come into being? 6. Write a note on accounting system in India. Medium answer type questions: 4. What are the constitutional provisions regarding the C.A.G.? 5. What are the different types of accounting system? 6. Give an account of audit organisation in India. Short answer type questions: 4. What is the difference between accounting and auditing? 5. What is the most important element of an audit? 6. How independently does the office of C.A.G. function? 4.9 References 7. Chauhan, M. S. (2011) – Public Finance: Issues and Problems, Global Publication, New Delhi, India 8. Chanda, Ashoke (1967) – Indian Administration, George Allen and Unwin Ltd. London 9.

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India 10.

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Jena, P. R. (2010) – India, Public Expenditure and Financial Accountability, New Delhi, India: National Institute of Public finance and Policy 11.

Mahajan, S. K. and Mahajan A. P. (2014) – Financial Administration in India, PHI India Pvt. Ltd., New Delhi, India 12. W, H. Morris-Jones (1957) – Parliament in India, Orient Longman, London

154 Unit V: Role of R.B.I Structure 5.1 Objectives • Understand the history of Reserve Bank of India • Explain its organizational structure. • Discuss the functions of R.B.I 5.2 Introduction The Reserve Bank of India, known as R.B.I is India's Central Bank and regulatory body responsible for regulation of the Indian banking system. It is under the control of Ministry of Finance, Government of India. It is responsible for the control, issue and maintaining supply of the Indian currency (rupee). The basic functions of the RBI are sustaining monetary stability in India, operating the currency, and maintaining the country's credit system. It advises central and state governments in better cash management; works towards establishment of modern, robust, efficient, secure, and integrated payment and settlement system for the country. 5.3 Origin and Evolution The origin of the Reserve Bank can be traced to 1926, when the Royal Commission on Indian Currency and Finance—also known as the Hilton-Young Commission— recommended the creation of a central bank to separate the control of currency and credit from the government and to augment banking facilities throughout the country. The Reserve Bank of India Act of 1934 established the Reserve Bank as the banker to the central government and set in motion a series of actions culminating in the start of operations in 1935. Since then, the Reserve Bank's role and functions have undergone numerous changes keeping pace with the changing nature of the Indian economy. From ensuring stability of interest rates and exchange rates to providing liquidity and an adequate supply of currency and credit for the real sector; ensuring banking penetration and safety of depositors' funds to promoting and developing financial institutions and markets, and maintaining the stability of the financial system through continued macro-financial surveillance; the Reserve Bank plays a crucial role in the economy of the country. Its decisions touch the daily life of all Indians and it helps chart the country's current and future economic and financial course. Over the years, the Bank's specific role and functions have evolved, while some functions have been added in, others have gradually reduced or moved to other organizations such as EXIM Bank, NABARD, IDRBT, IFTAS, etc. Through all the changes the integrity and professionalism with which the Reserve Bank discharges its mandate remains constant 5.4 Presence The Reserve Bank of India has regional offices (ROs) including Sub-offices at 31 locations spread across the country. In 2022, RBI opened a Regional Office for the State of Andhra Pradesh, which is working out of the Bank's Hyderabad Regional Office premises for now.

155 5.5 Organizational Structure A. The Governor (Chief Executive Authority) Deputy Governors Executive Directors Principal Chief General Managers / CGMs General Managers / Deputy General Managers Assistant General Managers / Managers Assistant Managers / Assistant Support Staff B. Central Board of Directors Local Board Committee of the Central Board Board for Financial Supervision Board for Payment & Settlement Systems Sub-Committees of Central Board viz HRM-SC, ARMS, Building-SC, IT-SC, Strategy-SC Other Committees such as Deputy Governors' Committee Senior Management Committee, Executive Directors' Committee Local Boards 5.6 Functions and Working A. Regulation, Supervision and Enforcement Legal Framework: The regulatory and supervisory activities of the Bank derive authority from various provisions contained in statutes such as RBI Act, 1934, BR Act, 1949, BR Act (AACS), 1949, the Regional Rural Banks Act, 1975, SARFAESI Act, 2002, Payment and Settlement Systems Act, 2007, etc. The Bank undertakes these roles to protect depositors' interests, to ensure safety and soundness of the banking system and to safeguard financial stability. Organisational Set-up: Viewing the different entities within its domain in a unified manner and in order to derive regulatory / supervisory synergies, the Bank has set up two new Departments – the Department of Regulation (DoR) and the Department of Supervision (DoS) in 2019 thereby bringing commercial banks, cooperative banks and NBFCs under a single umbrella. B. Financial Markets & Foreign Exchange Legal Framework : - FMRD & FMOD - Chapter III D, RBI Act, 1934, FEMA, 1999, PSS Act, 2007, Bilateral Netting of Qualified Financial Contracts Act, 2020 - IDMD - Government Securities Act, 2006/Rules 2007, Public Debt Act, 1944/ Rules 1946 - DEIO RBI Act, 1934 - FED - FEMA, 1999 Focus Areas: Financial Markets Departments are committed to further developing and deepening the money, G-secs, foreign exchange, interest rate and currency derivative markets, ensuring effective

156 liquidity management and stability in exchange rate through FX operations. IT infrastructure is being continuously ramped up for effective monitoring and surveillance e.g. Public Registry, Integrated Market Surveillance System, etc. These departments aim at rationalisation of cross-border borrowing and lending regulations as also improving information management in the context of foreign investment inflows while facilitating outward flows. C. Banking, Currency Management, Payment Systems & FinTech Legal Framework - DGBA Sections 20-21, 21A & 53 of RBI Act, 1934 - DCM Chapter-III, Section 22-28, RBI Act, 1934 - DPSS Payment and Settlement Systems Act, 2007/Regulations 2008 - FinTech RBI Act, 1934 Focus Areas: - DGBA: E-Kuber (RBI's Core Banking System), Integration with Governments/ Treasuries, Internal Accounting Review and monitoring. - DCM: Capacity enhancement, Indigenisation of Banknotes, Varnished banknotes- field trial, improving Currency Management Infrastructure, etc. - DPSS: To provide Safe, Secure, Fast, Convenient, Accessible, and Affordable E- Payment options for Everyone, Everywhere and Everytime. - FinTech Department: Regulatory Sandbox, Central Bank Digital Currency (CBDC), Coordinating with Reserve Bank Innovation Hub, select aspects of regulation (Account Aggregator/Peer-to-Peer), Co-operation with Domestic and International Standard Setting Bodies & Liaisoning with National and International Committees on Innovation/ Technology D. Monetary Policy, Research & Financial Stability Legal Framework: Preamble to

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the Reserve Bank of India Act, 1934, "...to regulate the issue of Bank notes and keeping of reserves with a view to securing monetary stability in India and generally to operate the currency and credit system of the country

to its advantage; to have a modern monetary policy framework to meet the challenge of an increasingly complex economy,

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to maintain price stability while keeping in mind the objective of growth".

Focus Areas: - MPD: Assessment & outlook of inflation and growth, refining liquidity forecasting framework and its operating aspects, Monetary Policy transmission analysis, analysis of sectoral credit flows, macro modelling. - DEPR: Big data applications for improving inflation and growth projections, payment systems innovations and currency demand, global liquidity and impact of trade policy measures, determinants of total factor productivity, supply chain and food inflation dynamics.

157 - DSIM: Managing Centralised Information Management System (CIMS), collection & analysis of unstructured big data for policy impact, Central Information System for Banking Infrastructure (CISBI), metadata driven data maintenance and dissemination system. - International Department: Finance track under G20, Article IV 2019 with IMF, FSB's annual monitoring exercise, analytical policy briefs at BIS and CGFS meetings, SAARCFINANCE. - FSU: Macroprudential surveillance, preparation of financial stability reports, conduct of systemic stress tests and development of models, secretariat to the FSDC-SC. 5.7 Conclusion The reserve bank is a non-political body concerned with the finances of the country. Its developmental role includes ensuring credit to productive sectors of the economy, creating institutions to build financial infrastructure, and expanding access to affordable financial services. India's economy experienced a significant degree of growth since the early 2000s. According to the World Bank Report, the country implemented policies to help get more than 90 million people out of poverty between 2011 and 2015. Despite its rapid growth rate, the Indian economy has weakened - both before and during the global COVID 19 pandemic hit. The World Bank estimated India's GDP to be more than $2.6 billion as of 2020, making it the sixth largest in the world after the USA, China, Japan, Germany, and the United Kingdom. In conclusion, we can say that the Reserve Bank of India is playing an important and crucial role in the economic development of India. 5.8 Summary • In this unit, the origin and evolution of the R.B.I has been explained. • We have discussed the structure, functions, and the role of the R.B.I 5.9 Glossary/Keywords • Financial Markets: Any place or system that provides buyers and sellers the means to trade financial instruments. • Monetary Policy: A set of actions to control a nation's overall money supply and achieve economic growth. • Legal Framework: The primary pieces of legislation governing the banking sector in India. 5.10 Model Questions 1. Discuss in brief, the origin and evolution of the Reserve Bank of India. 2. Describe the organizational structure of the R.B.I 3. Discuss the important functions of the R.B.I in the context of financial markets and foreign exchange. 4. Examine the role of the R.B.I in the sphere of currency management. 5. Discuss the developmental role of the R.B.I with special reference to economic inclusion.

158 5.11 Further Readings and References • Ramsastri A.S & Achamma Samuel (2006) "Banking Sector Development in India, 1980- 2005 – what the annual account speaks?" (Reserve Bank of India occasional paper) vol 27, No. 1 and 2, 2006 • Manwani Hemant, 2022, "A critical analysis on function and role of Reserve Bank of India and its impact on economic development of India," IJNRD, Volume 7, Issue 4, April, 2022 • Bansal Mandeep Kaur, 2017, "Role of Reserve Bank of India in Indian Economy", International Journal of Business Administration and Managements, Volume 7, Number 1 (2017)

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OBJECTIVES After going through this unit, you will be able to- • Understand the meaning and nature of financial administration • Discuss in detail the role of the Executive and the Legislature in financial administration • Explain the significance of financial administration • Understand the financial administration

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The term financial administration refers to certain rules and methods relating to revenue and expenditure

The term financial administration refers to certain rules and methods relating to revenue and expenditure.

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Again, the executive will have to give explanation to the legislature for the money it has collected and spent

Again, the executive will have to give explanation to the legislature for the money it has collected and spent.

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financial administration simply includes the earning or collection of money and expenditure of the collected money

financial administration includes both the earning or collection of money and expenditure of the collected money.

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financial administration studies the role of the government in the economy. It is the definitive branch of economics which assesses the Government revenue and Government expenditure of the Public Authorities and the adjustment of one or the other to achieve desirable effects and avoid undesirable ones.

financial administration studies the role of the government in the economy. It is the definitive branch of economics which assesses the Government revenue and Government expenditure of the Public Authorities and the adjustment of one or the other to achieve desirable effects and avoid undesirable ones.

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It is a subject which has the distinction of intimate interaction between theory and practice. It acquires a meaning and usefulness only in the context of institutional framework of the economy

It is a subject which has the distinction of intimate interaction between theory and practice. As such it acquires a meaning and usefulness only in the context of institutional framework of the economy

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of the country with reference to which it is being studied. The theoretical concepts and policy applications in public finance feed upon and grow out of each other

of the economy with reference to which it is being studied. The theoretical concepts and policy applications in public finance feed upon and grow out of each other.

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No single theoretical model can adequately fit in the framework of every economy since its institutional framework is a thing unique to itself

No single theoretical model can adequately fit in the framework of every economy since its institutional framework is a thing unique to itself.

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It is important, therefore, that the discussion of public finance should be in the context of a single economy

It is important, therefore, that the discussion of public finance should be in the context of a single economy.

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Public financial administration has a direct influence on the overall quality of life of the masses. It is concerned with that part of the government which is action-oriented. Recent years have witnessed a heated debate on several theoretical and policy issues covering several segments of public finance, including the role of fiscal policy. Pleas are being made for a thorough restructuring of its various theoretical and policy premises and the framework within which these should be conducted. Exponential growth and transformation in global financial system and worldwide meltdown caused by it have fuelled rethinking on the role of fiscal policy with a special focus on economic stability and growth—both in developed and developing countries. India, like the rest of the world, has also been deeply affected by these developments.

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Financial administration is the crucial 2 aspect of public administration because the running or management of administration is impossible without money or finance and for that reason financial administration occupies the centre of public administration. The task of public administration or government is to levy taxes and this job is uniquely performed by the legislature. But the executive organ cannot levy taxes beyond what is needed

financial administration is the crucial aspect of public administration because the running or management of administration is impossible without money or finance and for that reason the financial administration occupies the centre of public administration. The task of public administration or government is to levy taxes and this job is performed by the legislature. But the executive organ cannot levy taxes beyond what is needed.

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In general terms, financial administration implies administration relating to the management of collecting revenues and expenditure for running the public administration. There are various ways of collecting revenues such as levying taxes, borrowing money from public and financial institutions, collection of money for development works etc. Collection of money in any form is not all. Since the government is a public organisation, it is legally bound to give explanation to the public for the money it collects from which source and in what way, and for what purposes it spends the money it collects. Here ties the planning for collecting money and spending it for various purposes. Both the income and expenditure are guided by plans or certain definite rules and regulations. 4

In general terms, financial administration implies administration relating to the management of collecting revenues and expenditure for running the public administration. There are various ways of collecting revenues such as levying taxes, borrowing money from public and financial institutions, collection of money for development works etc. Collection of money in any form is not all. Since the government is a public organisation it is legally bound to give explanation to the public for the money it collects from which source and in what way, and for what purposes it spends the money it collects. Here ties the planning for collecting money and spending it for various purposes. Both the income and expenditure are guided by plans or certain definite rules and regulations.

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there are two different views regarding the nature of financial administration.

There are two different views regarding the nature of financial administration.

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They emphasise upon that set of administrative functions in a public organisation which relate to an arrangement of flow of funds as well as to regulating mechanisms and processes which ensure proper and productive utilisation of these funds

They emphasise upon that set of administrative functions in a public organisation which relate to an arrangement of flow of funds as well as to regulating mechanisms and processes which ensure proper and productive utilisation of these funds.

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When one looks at this view from systems perspective, it represents an integral sub- system of supportive system. A financial administrator shoulders responsibility for ensuring adequate financial backing for running public organisation in the most efficient manner

When one looks at this view from systems perspective, it represents an integral sub-system of supportive system. A financial administrator shoulders responsibility for ensuring adequate financial backing for running public organisation in the most efficient manner.

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The participants of this system are considered as financial managers and they discharge managerial functions of financial nature (	The participants of this system are considered as financial managers and they discharge managerial functions of financial nature;

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18/328 **SUBMITTED TEXT** 90 WORDS **98%** **MATCHING TEXT** 90 WORDS

The central thesis of pure theory of public finance is that public finance should deal with the problems of public income, public expenditure and public debt in an objective manner without any relation to a set of values and premises of the political party in power. Accordingly, theorists of financial administration subscribing to this view take a value-neutral stand. For instance, Jaze Gaston reflects this view when he says that financial administration is that part of government organisation which deals with the collection, preservation and distribution of public funds.	The central thesis of pure theory of public finance is that public finance should deal with the problems of public income, public expenditure and public debt in an objective manner without any relation to a set of values and premises of the political party in power. Accordingly, theorists of financial administration subscribing to this view take a value-neutral stance. For instance, Jaze Gaston reflects this view when he says that financial administration is that part of government organisation which deals with the collection, preservation and distribution of public funds. (

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19/328 **SUBMITTED TEXT** 41 WORDS **100%** **MATCHING TEXT** 41 WORDS

is a part of general administration. The purpose of Public Administration is to see that the money sanctioned by the legislature for development and other purposes is properly spent and the performance of the financial administration is quite satisfactory. 1.3.2.	is a part of general administration. The purpose of Public Administration is to see that the money sanctioned by the legislature for development and other purposes is properly spent and the performance of the financial administration is quite satisfactory.

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20/328	SUBMITTED TEXT	110 WORDS	100%	MATCHING TEXT	110 WORDS

view 5 The modem view considers financial administration as an-integral part of the overall management process of public organisations rather than one of raising and disbursing public funds. It includes all the activities of all persons engaged in public administration, for quite obviously almost every public official takes decisions which are bound to have some direct or indirect consequences of financial nature. Further, it rejects the value-neutral stand of the traditional theory. It combines in itself three prominent theories of public finance, viz., the socio-political theory as expounded by Wagner, Edgeworth and Pigou, the functional theory of Keynesian perspective and activating view of modem public finance theorists.

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21/328	SUBMITTED TEXT	40 WORDS	89%	MATCHING TEXT	40 WORDS

these are – 1.3.1. Traditional view Traditional view advocates to conceive financial administration as a sum total of activities undertaken in pursuit of generation, regulation and distribution of monetary resources needed for the sustenance and growth of public organisations

These are i) Traditional view; ii) Modern view. i) Traditional View Advocates of this conceive financial administration as a sum total of activities undertaken in pursuit of generation, regulation and distribution of monetary resources needed for the sustenance and growth of public organisations.

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22/328	SUBMITTED TEXT	25 WORDS	79%	MATCHING TEXT	25 WORDS

the Finance Department or the Finance Ministry may be considered as central financial agency of modem governments, it cannot be equated with financial administration.

the Finance Department and its subordinate agencies. Though the Finance Department may be considered as central financial agency of modem governments, it cannot be equated with financial administration.

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23/328	SUBMITTED TEXT	33 WORDS	87%	MATCHING TEXT	33 WORDS

role constitutes financial management rather than financial administration. As a financial manager it deals with the systems, tools and techniques contributing to economic decision making in government which are constituted in the

role constitutes financial management rather than financial administration. As a financial manager it deals with the systems, tools and techniques contributing to economic decision making in government. These processes are, in fact, the

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24/328	SUBMITTED TEXT	12 WORDS	100%	MATCHING TEXT	12 WORDS

These processes are, in fact, the integral part of financial administration

These processes are, in fact, the integral part of financial administration.

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25/328	SUBMITTED TEXT	288 WORDS	96%	MATCHING TEXT	288 WORDS

the scope of financial administration is much wider than what these processes suggest. Legal experts support the idea that financial administration refers to the financial processes and institutions involved in legislative financial control. In their view, the scope of financial administration encompasses the preparation of estimates, appropriation of funds, expenditure control, accounting, audit, reporting, review and so on. In a democratic context, this view may gain wider acceptance as it ensures executive responsibility to legislature. But, the experience of modem democracies has shown that the legislative involvement in the determination of the desired volume, range and direction of programmes, the use of independent judgement relating to the financial resources required by administrative agencies is becoming nominal day by day. It is a known fact that the average member of the legislature is not adequately informed to ensure effective control over executive. Thus, the view appears to be of no significant validity. Further, legislative control of financial aspects of the government does not represent the scope of financial administration in its entirety. Yet another view advocates a budget-oriented outline for the scope of financial administration. According to them the scope of financial administration is limited to the preparation of budget, the enactment of budget and execution of budget. Though the budget is the core of financial administration, certain operations which precede budget preparation are equally important. There is a pertinent need to include planning process as an integral part of financial administration. In the ultimate analysis, there is a need to adopt an integrated approach so that all the above views are incorporated into the scope of public administration. As an outcome of such an approach, the following aspects emerge as the core areas of financial administration.

The scope of financial administration is much wider than what these processes suggest. to some authorities on public administration, the financial administration refers to the financial processes and institutions involved in legislative financial control. In their view, the scope of financial administration encompasses the preparation of estimates, appropriation of funds, expenditure control, accounting, audit, reporting, review and so on. In a democratic context, this view may gain wider acceptance as it ensures executive responsibility to legislature. But, the experience of modem democracies has shown that the legislative involvement in the determination of the desired volume, range and direction of programmes, the use of independent judgement relating to the financial resources required by administrative agencies is becoming nominal day by day. It is a known fact that the average member of the legislature is not adequately informed to ensure effective control over executive. Thus, the view appears to be of no significant validity. Further, legislative control of financial aspects of the government does not represent the scope of financial administration in its entirety. Yet another view advocates a budget oriented outline for the scope of financial administration. According to them the scope of financial administration is limited to the preparation of budget, the enactment of budget and execution of budget. Though the budget is the core of financial administration, certain operations which precede budget preparation are equally important. There is a pertinent need to include planning process as an integral part of financial administration. 18 In the ultimate analysis, there is a need to adopt an integrated approach so that all the above views are incorporated into the scope of public administration. As an outcome of such an approach, the following aspects emerge as the core areas of financial administration.

W https://www.bdu.ac.in/cde/SLM/M.A.%20Public%20Administration/I%20Year/Paper%20-%204%20%20Financia ...

26/328 **SUBMITTED TEXT** 80 WORDS **92%** **MATCHING TEXT** 80 WORDS

Financial In a restrictive sense one may consider budgeting as planning since its basic concern is to facilitate the formulation and adoption of policies and programmes with a view to achieving the goals of government. Financial planning includes the concerns in terms of whole range of government policy and it demands a time frame and a perception of the inter relationships among policies. It looks at a 7 policy in the framework of long-term economic consequences

Financial In a restrictive sense one may consider budgeting as planning since its basic concern is to facilitate the formulation and adoption of policies and programmes with a view to achieving the goals of government. But planning, in a broad sense, includes the concerns in terms of whole range of government policy and it demands a time frame and a perception of the inter relationships among policies. It looks at a policy in the framework of long-term economic consequences.

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27/328 **SUBMITTED TEXT** 55 WORDS **89%** **MATCHING TEXT** 55 WORDS

economic rejuvenation. There is a need to coordinate planning and budgeting. The concept of planning-programming-. Budgeting System (PPBS) represents an attempt in this direction. Financial Administration, under this phase, considers the sources and forms of finance, forecasting expenditure needs, desirable fund flow patterns and so on. ii) Budgeting Budgeting is the core of

economic consequences. There is a need to coordinate planning and budgeting. The concept of planning-programming Budgeting System (PPBS) represents an attempt in this direction, Financial Administration, under this phase, should consider the sources and forms of finance, forecasting expenditure needs, desirable fund flow patterns and so on. (ii) Budgeting i This area is the core of

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28/328 **SUBMITTED TEXT** 18 WORDS **88%** **MATCHING TEXT** 18 WORDS

It includes examination and formulation of important aspects as fiscal policy, equity and social justice making it

It includes examination and formulation of such important aspects as fiscal policy, equity and social justice. It

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29/328 **SUBMITTED TEXT** 18 WORDS **100%** **MATCHING TEXT** 18 WORDS

It also deals with principles and practices associated with refinement of budgetary system and its operative processes

It also deals with principles and practices associated with refinement of budgetary system and its operative processes. (

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30/328 **SUBMITTED TEXT** 51 WORDS **100%** **MATCHING TEXT** 51 WORDS

Due to the ever-increasing commitments of government, budgetary deficits have become regular feature of government finance. In this context deficit financing assumes greater importance. But deficit financing, if used in an unrestrained manner, may prove to be a dangerous problem for a nation's economy for it can cause galloping inflation.

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31/328 **SUBMITTED TEXT** 14 WORDS **100%** **MATCHING TEXT** 14 WORDS

Another challenge faced by administration is tax evasion and growth of parallel economy

Another challenge faced by administration is tax evasion and growth of parallel economy.

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32/328 **SUBMITTED TEXT** 67 WORDS **97%** **MATCHING TEXT** 67 WORDS

financial administration. These include: 1) The collection, preservation and distribution of public funds. 2) The coordination of public revenues and expenditure. 3) The management of credit operations on behalf of the State. 4) The general control of the financial affairs of the government. In modern governments all the above aspects are dealt with by the Finance Department and its subordinate agencies

financial administration. These include : 1) The collection, preseryation and distribution of public funds. 2) The coordination of public revenues and expenditure. 3) The management of credit operations on behalf of the State. 4) The general control of the financial affairs of the government. In modern governments all the above aspects are dealt with by the Finance Department and its subordinate agencies.

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33/328 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

Finally public debt constitutes yet another element of state resources. The

Finally public debt constitutes yet another element of state resources. The

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34/328 **SUBMITTED TEXT** 33 WORDS **100%** **MATCHING TEXT** 33 WORDS

The proceeds of debt mobilisation effort should be used only for capital financing. Thus, modem financial administrator has to be fully conversant with all the dimensions of resource mobilisation efforts iv) Investment

The proceeds of debt mobilisation effort should be used only for capital financing. Thus, modem financial administrator has to be fully conversant with all the dimensions of resource mobilisation efforts. iv) Investment ~

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35/328 **SUBMITTED TEXT** 29 WORDS **100%** **MATCHING TEXT** 29 WORDS

Since massive investments have been made in the public sector, a thorough knowledge of the concepts, techniques and methodology of project appraisal is indispensable for a financial administrator.

Since massive investments have been made in the public sector a thorough knowledge of the concepts, techniques and methodology of project appraisal is indispensable for a financial administrator. (

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36/328 **SUBMITTED TEXT** 50 WORDS **100%** **MATCHING TEXT** 50 WORDS

Finances of the modem governments are becoming quite inelastic. Almost every government is suffering from resource crunch. Further, the society cannot be taxed beyond a certain point without doing a great damage to the economy as a whole. Thus, there is an imperative need for careful utilisation of resources

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37/328 **SUBMITTED TEXT** 49 WORDS **100%** **MATCHING TEXT** 49 WORDS

Executive control is a process aimed at achieving this ideal. Legislative control is aimed at the protection of the individual tax payers' interest as well as public interest. There is also the need to ensure the accountability of the executive to the legislature. vi) Accounting, Reporting and Auditing

Executive control is a process aimed at achieving this ideal. Legislative control is aimed at the protection of the individual tax payers interest as well as public interest. There is also the need to ensure the accountability of the executive to the legislature. 1.8. Accounting, Reporting and Auditing

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38/328 **SUBMITTED TEXT** 55 WORDS **100%** **MATCHING TEXT** 55 WORDS

These aspects are designed to aid both the executive control and legislative control. In India, the Comptroller and Auditor General (C & AG) and the Indian Audit and Accounts Department over which the C & AG presides ensure that the accounting and audit functions are performed in accordance with the provisions of the Constitution.

These aspects are designed to aid both the executive control and legislative control. In India, the Comptroller and Auditor General (C & AG) and the Indian Audit and Accounts Department over which the C & AG presides ensure that the accounting and audit functions are performed in accordance with the provisions of the Constitution.

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39/328 **SUBMITTED TEXT** 27 WORDS **100%** **MATCHING TEXT** 27 WORDS

Comptroller and Auditor General of India controls the entire financial system of the country at the Union and as well at the state levels. 1.5.

Comptroller and Auditor General of India controls the entire financial system of the country — at the Union and as well at the state levels (

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40/328 **SUBMITTED TEXT** 21 WORDS **100%** **MATCHING TEXT** 21 WORDS

an on-going chain of operations, performed by the following agencies: i. The Executive (primarily the Finance Ministry), which needs funds

an on-going chain of operations, performed by the following agencies: (i) The Executive (primarily the Finance Ministry), which needs funds (

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41/328 **SUBMITTED TEXT** 264 WORDS **99%** **MATCHING TEXT** 264 WORDS

iii. The Finance Commission. iv. The Indian Audit and Accounts Department. v. The Parliamentary Committees. The executive powers of the central government have been vested in the President, to be exercised by him or her either directly or through officers' subordinate to him or her, in accordance with the Constitution (Article 53). The Finance Ministry is an important ministry within the Government of India. It is the leading state administration institution in the field of finances. It develops financial policy, coordinates and organizes its implementation, as well as performs other functions stated in the 10 external regulatory enactments. India has a parliamentary form of government. Our Parliament or the Union Legislature, the supreme legislative body in the country, comprises two Houses— Lok Sabha (House of the People) and Rajya Sabha (Council of States). The main function of both the Houses of parliament is to pass laws. The law proposal originates in the Parliament in the form of a bill. There are four types of bills that come up before the Parliament, namely ordinary or nonmoney bill, money bill, constitution amendment bill and budget. Of these four types of bills, money bill and budget pertain to financial administration. Article 110 clearly defines what constitutes a 'money bill'. The Speaker of the Lok Sabha certifies whether a bill is a 'money bill' or a non-money bill. Money bill can be introduced, only along with the prior recommendation of the President, in the Lok Sabha and not in the Rajya Sabha. The Rajya Sabha cannot reject the money bill. It can only make recommendations.

iii. The Finance Commission iv. The Indian Audit and Accounts Department v. The Parliamentary Committees ?The executive powers of the central government have been vested in the President, to be exercised by him or her either directly or through officers subordinate to him or her, in accordance with the Constitution (Article 53). ?The Finance Ministry is an important ministry within the Government of India. It is the leading state administration institution in the field of finances. It develops financial policy, coordinates and organizes its implementation, as well as performs other functions stated in the external regulatory enactments. ?India has a parliamentary form of government. Our Parliament or the Union Legislature, the supreme legislative body in the country, comprises two Houses— Lok Sabha (House of the People) and Rajya Sabha (Council of States). ?The main function of both the Houses of parliament is to pass laws. The law proposal originates in the Parliament in the form of a bill. There are four types of bills that come up before the Parliament, namely ordinary or non- money bill, money bill, constitution amendment bill and budget. Of these four types of bills, money bill and budget pertain to financial administration. ?Article 110 clearly defines what constitutes a 'money bill'. The Speaker of the Lok Sabha certifies whether a bill is a 'money bill' or a non-money bill. Money bill can be introduced, only along with the prior recommendation of the President, in the Lok Sabha and not in the Rajya Sabha. The Rajya Sabha cannot reject the money bill. It can only make recommendations. ?

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42/328 **SUBMITTED TEXT** 42 WORDS **86%** **MATCHING TEXT** 42 WORDS

The budget pre 2017 was presented in two parts: (a) Railway Budget (b) General Budget. Railway budget was presented by the railway minister while the general budget is presented by the Finance Minister. The budget passes through various stages

The budget is presented in two parts: (a) Railway Budget and (b) General Budget. Railway budget is presented by the Railway Minister while the general budget is presented by the Finance Minister. The budget passes through various stages.

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43/328 **SUBMITTED TEXT** 80 WORDS **85%** **MATCHING TEXT** 80 WORDS

The financial administration is very significant aspect of public administration because the running or management of administration is not possible without money or finance and for that reason the financial administration occupies the centre of public administration. The Ministry of Finance concerns itself with taxation, financial legislation, financial institutions, capital markets, centre and state finances, and the Union Budget. The Union Finance Ministry of India comprises five departments— i. Department of Economic Affairs ii. Department of Expenditure iii. Department

The financial administration is very significant aspect of public administration because the running or management of administration is not possible without money or finance and for that reason the financial administration occupies the centre of public administration. ?The Ministry of Finance is an important ministry within the of India. concerns itself with taxation, financial legislation, financial institutions, capital markets, centre and state finances, and the Union Budget. ?The Union Finance Ministry of India comprises five departments— NOTES Self-Instructional Material 9 Financial Administration Department of Economic Affairs, Department of Expenditure, Department

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44/328 **SUBMITTED TEXT** 34 WORDS **90%** **MATCHING TEXT** 34 WORDS

have their financial administrative systems as an integral component of its public administrative system today. In contemporary India, financial administration began to assume the multifaceted role in order to secure maximum human welfare

have their financial administrative systems as an integral component of its public administrative system. In contemporary societies, financial administration began to assume the multifaceted role in order to secure 'maximum human welfare.

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45/328 **SUBMITTED TEXT** 33 WORDS **100%** **MATCHING TEXT** 33 WORDS

Financial administration, in its evolutionary process, has proved to be, a dynamic entity capable of developing itself into a potential measure to meet requirements of changing socio-economic demands from time to time.

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46/328 **SUBMITTED TEXT** 20 WORDS **100%** **MATCHING TEXT** 20 WORDS

Of late, financial administration has assumed the role of a provider of choices with regard to ends and means

Of late, financial administration has assumed the role of a provider of choices with regard to ends and means

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47/328	SUBMITTED TEXT	17 WORDS	100%	MATCHING TEXT	17 WORDS

discussed, its scope is expanding day by day and at present it encompasses many dynamic aspects

discussed, its scope is expanding day by day and at present it encompasses many dynamic aspects

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48/328	SUBMITTED TEXT	62 WORDS	100%	MATCHING TEXT	62 WORDS

KEY WORDS • Audit: It is an objective examination and evaluation of the financial statements to make sure that the financial records are fair and accurate. 13 • Subsidies: It is a benefit given to an individual, business, or institution, usually by the government. It is usually in the form of a cash payment or a tax reduction. •

KEY WORDS ?Audit: It is an objective examination and evaluation of the financial statements to make sure that the financial records are fair and accurate. ?Subsidies: It is a benefit given to an individual, business, or institution, usually by the government. It is usually in the form of a cash payment or a tax reduction. ?

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49/328	SUBMITTED TEXT	57 WORDS	100%	MATCHING TEXT	57 WORDS

Budget: It is an estimation of revenue and expenses over a specified future period of time and is utilized by governments, businesses, and individuals. A budget is basically a financial plan for a defined period. • Zero-based budgeting: It is a method of budgeting in which all expenses must be justified for each new period. •

Budget: It is an estimation of revenue and expenses over a specified future period of time and is utilized by governments, businesses, and individuals. A budget is basically a financial plan for a defined period. ?Zero-based budgeting: It is a method of budgeting in which all expenses must be justified for each new period. 1.6

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50/328	SUBMITTED TEXT	68 WORDS	97%	MATCHING TEXT	68 WORDS

ends are served by devices, such as, justification of estimates, supervision of the use of appropriated funds, timing of the rate of expenditures, and the like. It inculcates, or should inculcate, cost-consciousness and this feeling should permeate all levels of administration including the operating level. Budgeting presents an opportunity for evaluating programmes and policies, thereby identifying obsolete or unnecessary activities and giving a call for their discontinuance.

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51/328	SUBMITTED TEXT	57 WORDS	87%	MATCHING TEXT	57 WORDS

Short questions • What are the financial powers of the President of India? • What is the role of the legislature in the financial administration of the country? • Write a short note on the bills that pertain to financial administration. Medium question • What is a vote on account? • Write the functions of the

Short-Answer Questions 1. What are the financial powers of the President of India? 2. What is the role of the legislature in the financial administration of the country? 3. Write a short note on the bills that pertain to financial administration. 4. What is a vote on account? the functions of the

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52/328	SUBMITTED TEXT	19 WORDS	96%	MATCHING TEXT	19 WORDS

Long questions • Discuss the functions of the Finance Ministry. • Examine the significance of financial administration. •

Long-Answer Questions 1. Discuss the functions of the Finance Ministry. 2. Examine the significance of financial administration. 1.7

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the financial administration is considered the centre of public administration? 14 1.10

The financial administration is considered the centre of public administration

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54/328	SUBMITTED TEXT	29 WORDS	100%	MATCHING TEXT	29 WORDS

Goel. S.L. (2008.) Public Financial Administration. New Delhi: Deep and Deep Publications. Singh, S.K. 2001. Public Finance in Theory and Practice. New Delhi: S. Chand & Company Ltd.

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55/328	SUBMITTED TEXT	12 WORDS	100%	MATCHING TEXT	12 WORDS

Fadia, B.L. and Kuldeep Fadia. (2011.) Public Administration. Agra: Sahitya Bhawan.

Fadia, B.L. and Kuldeep Fadia. 2011. Public Administration. Agra: Sahitya Bhawan.

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56/328 **SUBMITTED TEXT** 11 WORDS **87%** **MATCHING TEXT** 11 WORDS

Lall, G.S. (1976) Financial Administration in India, Delhi: H.P.J. Kapoor.

Lall, G.S., 1969. Financial Administration in India, H.P. J. Kapoor :

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57/328 **SUBMITTED TEXT** 39 WORDS **48%** **MATCHING TEXT** 39 WORDS

of financial administration 2.4.Principles of financial administration 2.5.Conclusion 2.6.Summary 2.7.Key words 2.8.Model questions 2.9.References 15 2.1 LEARNING OBJECTIVES After going through this unit, one will be able to- • Discuss the

of financial administration Objectives and principles of financial administration Review LEARNING OBJECTIVES After going through this unit, you should be able to: Explain the

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58/328 **SUBMITTED TEXT** 17 WORDS **100%** **MATCHING TEXT** 17 WORDS

public policies • Describe ways and means as well as appropriate institutional instruments to secure

public policies describe ways and means as well as appropriate institutional instruments to secure

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59/328 **SUBMITTED TEXT** 38 WORDS **75%** **MATCHING TEXT** 38 WORDS

trends and their usefulness in facing contemporary challenges especially by India. • Discuss the need to comprehend various aspects of financial administration as a way out to consider contemporary socio-economic problems and the solutions therefor. 2.2

trends and their utility in the light of contempbrary challenges faced .by modern democratic political societies like India; and discuss the need to comprehend various aspects of financial administration as a way out to consider contemporary socio-economic problems and the solutions therefor.

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60/328 **SUBMITTED TEXT** 18 WORDS **100%** **MATCHING TEXT** 18 WORDS

from hostile forces threatening the system from inside as well as outside. In this context, financial administration

from hostile forces threatening the system from inside as well as outside. In this context, financial administration

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61/328	SUBMITTED TEXT	12 WORDS	100%	MATCHING TEXT	12 WORDS

articulated in terms of mobilisation of resources and their productive deployment

articulated in terms of mobilisation of resources and their productive deployment.

W https://pdfcoffee.com/ignoux27s-public-administration-material-part-5-financial-administration-pd ...

62/328	SUBMITTED TEXT	18 WORDS	100%	MATCHING TEXT	18 WORDS

It was expected to achieve the broad objectives spelled out in public policies from time to time

It was expected to achieve the broad objectives spelled out in public policies from time to time.

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63/328	SUBMITTED TEXT	23 WORDS	86%	MATCHING TEXT	23 WORDS

aim to achieve the objectives of the government with the 16 maximum possible level of efficiency at the least expenditure,

aim was to achieve the objectives o f the government with the maximum possible level of efficiency at the least expenditure.

W https://pdfcoffee.com/ignoux27s-public-administration-material-part-5-financial-administration-pd ...

64/328	SUBMITTED TEXT	23 WORDS	91%	MATCHING TEXT	23 WORDS

a welfare state with a commitment to socio-economic equity wishing to raise the quality of life of its citizens in preference to

a welfare state with a commitment to socio-economic equity may wish to raise the quality of life of its citizens in preference to

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65/328	SUBMITTED TEXT	31 WORDS	70%	MATCHING TEXT	31 WORDS

objectives, other than efficiency and economy, which can be visualised by a student of financial administration. Though situational objectives based in terms of certain common targets pursued by financial administration

objectives, other than efficiency and economy, which can be visualised by a student of financial administration. But, it is not impossible to think in terms of certain common objectives pursued by financial administration

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66/328	SUBMITTED TEXT	20 WORDS	100%	MATCHING TEXT	20 WORDS

all over the world when one looks at the experiences of the governments throughout the world, such an exercise

all over the world when one looks at the experiences of the governments throughout the world; Such an exercise

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67/328	SUBMITTED TEXT	25 WORDS	62%	MATCHING TEXT	25 WORDS

FINANCIAL ADMINISTRATION The unpredictability of capitalist forces of the modern market in the developed countries, have led to an enlarged scope of financial administration.

FINANCIAL ADMINISTRATION : OBJECTIVES The vagaries of the market in the developed countries, for instance, have led to an enlarged scope of financial administration

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

68/328	SUBMITTED TEXT	11 WORDS	100%	MATCHING TEXT	11 WORDS

characterised by deficit budgets, massive public debt and deficit financing.

characterised by deficit budgets, massive public debt and deficit financing.

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69/328	SUBMITTED TEXT	28 WORDS	88%	MATCHING TEXT	28 WORDS

Similarly, in the developing countries, where governments have assumed the role of a facilitator of development, fiscal policies and administration embark upon a set of multiple objectives.

Similarly, in the developing countries, where governments have assumed the role of a facilitator of development, fiscal policies and administration reflect a set of multiple objectives

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70/328	SUBMITTED TEXT	25 WORDS	98%	MATCHING TEXT	25 WORDS

stability, development, self-reliance, reduction of interpersonal inequalities in income and wealth, and balanced regional development. These countries also utilise the same instruments of action

stability, development, self-reliance, reduction of interpersonal inequalities in income and wealth, and balanced regional development. Interestingly these countries also utilise the same instruments of action.

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71/328	SUBMITTED TEXT	14 WORDS	100%	MATCHING TEXT	14 WORDS

in formulation and execution of fiscal measures through certain fiscal institutions and processes

in formulation and execution of fiscal measures through certain fiscal institutions and processes

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72/328	SUBMITTED TEXT	13 WORDS	100%	MATCHING TEXT	13 WORDS

There are certain fundamental objectives of financial administration which transcend, politico-economic compulsions.

there are certain fundamental objectives of financial administration which transcend, politico-economic compulsions.

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73/328	SUBMITTED TEXT	31 WORDS	76%	MATCHING TEXT	31 WORDS

Management of finances of the Public: Public authorities are concerned with the satisfaction of human wants and their major problem is to ensure the best application to secure given ends

Management of finances of Public Household: Just as in an individual household, the public authorities are concerned with the satisfaction of human wants and their major problem is to ensure the best application of limited means to secure given ends.

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74/328	SUBMITTED TEXT	17 WORDS	100%	MATCHING TEXT	17 WORDS

in conformity with the rising expectations of the people. 2) Implementation of projects and programmes:

in conformity with the rising expectations of the people. (2) Implementation of projects and programmes :

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75/328	SUBMITTED TEXT	47 WORDS	96%	MATCHING TEXT	47 WORDS

project formulation, appraisal and implementation. The emphasis has shifted from expenditure control to the implementation of projects within the stipulated time schedule and expenditure limitations. 3) Provision for public goods and social services: Since the benefits from public goods and social goods are available to

project formulation, appraisal and implementation. The emphasis has shifted from expenditure control to the implementation of projects within the stipulated time schedule and expenditure ceiling. 1.4.3. Provision for Public Goods and Social Services Since the benefits from public goods and social goods are available to

W https://www.bdu.ac.in/cde/SLM/M.A.%20Public%20Administration/I%20Year/Paper%20-%204%20%20Financia ...

76/328 **SUBMITTED TEXT** 102 WORDS **93%** **MATCHING TEXT** 102 WORDS

no one will offer payments for the supply of such goods. Provision of public goods like public parks, social services like public health, sanitation cannot be left to the private sector which is motivated by profit rather than service to the people. Budgetary support for such services become a valid concern for fiscal policy makers. 4) Growth, Employment and Price Stability: Modem governments tend to focus their attention on socially desired rate of economic growth, high employment and a reasonable degree of price level stability and a positive balance of payments position. Achievement of these objectives cannot come about automatically	no one will offer payments for the supply of such goods. Provision of public goods like public parks, social services like public health, sanitation cannot be left to the private sector which is motivated by profit rather than service to the people. Budgetary support for such services becomes a legitimate concern for fiscal policy makers. 1.4.4. Growth, Employment and Price Stability Modem governments are expected to focus attention on socially desired rate of economic growth, high employment and a reasonable degree of price level stability and a positive balance of payments position. Achievement of these objectives 13 cannot come about automatically.

W https://www.bdu.ac.in/cde/SLM/M.A.%20Public%20Administration/I%20Year/Paper%20-%204%20%20Financia ...

77/328 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

need for policy initiatives on the part of public authorities	need for policy initiatives on the part of public authorities. (5)

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

78/328 **SUBMITTED TEXT** 20 WORDS **58%** **MATCHING TEXT** 20 WORDS

the fulfilment of such objectives. 5) Capital Formation: Economic development of a nation, largely depends upon the capital formation.	the part of public authorities. (5) Capital Formation : Economic development of a nation, to a great extent, ' depends upon the capital formation

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

79/328 **SUBMITTED TEXT** 26 WORDS **100%** **MATCHING TEXT** 26 WORDS

amount of State's coercive power can 18 achieve this objective. Appropriate financial and fiscal measures such as discriminatory taxation and monetary policy instruments	amount of State's coercive power can achieve this objective. Appropriate financial and fiscal measures such as discriminatory taxation and monetary policy instruments

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

80/328 **SUBMITTED TEXT** 28 WORDS **94%** **MATCHING TEXT** 28 WORDS

to accomplish this objective. 6) Productive deployment of funds: A major problem of under-developed countries is the allocation of required funds between competing projects and programmes.

to accomplish this objective. (6) Productive deployment of funds: A major problem of under-developed countries is the allocation of investible funds between competing projects and programmes.

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

81/328 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

In order to ensure flow of investible funds into desirable channels

In order to ensure flow of investible funds into desirable channels.

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

82/328 **SUBMITTED TEXT** 22 WORDS **100%** **MATCHING TEXT** 22 WORDS

lays down guidelines regarding priorities for different types of investment for both public as well as private sector. The finance ministry

lays down guidelines regarding priorities for different types of investment for both public as well as private sector. The finance ministry

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

83/328 **SUBMITTED TEXT** 31 WORDS **100%** **MATCHING TEXT** 31 WORDS

takes up the task of ensuring adherence to national priorities both in the public sector and the private sector. 7) Facilitating smooth flow of parliamentary processes: The basic tenet of

takes up the task of ensuring adherence to national priorities both in the public sector and the private sector. (7) Facilitating smooth flow of parliamentary processes : The basic tenet of

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

84/328 **SUBMITTED TEXT** 13 WORDS **100%** **MATCHING TEXT** 13 WORDS

representative governments throughout the world is the supremacy of the representative institutions.

representative governments throughout the world is the supremacy of the representative institutions

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

85/328 **SUBMITTED TEXT** 196 WORDS **98%** **MATCHING TEXT** 196 WORDS

their control over executive branch of the government. One of the most important dimensions of this is the control of legislature over use of public funds. Financial administration through its budgetary process and audit function enables and ensures the supremacy of the legislative body over the executive. 8) Achievement of equity and equality: The distribution of income and wealth depends upon the distribution of factors of production and factor pricing determined through the market mechanism. It also depends upon the transmission of property rights through inheritance as well as personal earning abilities. Such distribution may not be in conformity with what society considers a "fair" or "just" state of distribution. Equity, however, has to be achieved through an evolutionary process without giving scope for class conflicts and large-scale violence. There should be a progressive reduction in the concentration of economic power. At the same time, equal opportunities for every one in every sphere will have to ensure non-occurrence of fresh inequalities. Financial administration, through its fiscal policies, such -as progressive taxation; grants, subsidies etc. can help movement towards greater equality of wealth and opportunities. 19 2.4 PRINCIPLES OF FINANCIAL ADMINISTRATION 1)

their control over executive branch of the government. One of the most important dimensions of this is the control of legislature over use of public funds. Financial administration through its budgetary process and audit function enables and ensures the supremacy of the legislative body over the executive. 1.4.8. Achievement of Equity and Equality The distribution of income and wealth depends upon the distribution of factors of production and factor pricing determined through the market mechanism. It also depends upon the transmission of property rights through inheritance as well as personal earning abilities. Such distribution may not be in conformity with what society considers a "fair" or "just" state of distribution. Equity, however, has to be achieved through an evolutionary process without giving scope for class conflicts and large scale violence. There should be a progressive reduction in the concentration of economic power. At the same time, equal opportunities for every one in every sphere 14 will have to ensure non-occurrence of fresh inequalities. Financial administration, through its fiscal policies, such -as progressive taxation; grants, subsidies etc. can help movement towards greater equality of wealth and opportunities. sum up, objectives of financial administration

W https://www.bdu.ac.in/cde/SLM/M.A.%20Public%20Administration/I%20Year/Paper%20-%204%20%20Financia ...

86/328 **SUBMITTED TEXT** 14 WORDS **100%** **MATCHING TEXT** 14 WORDS

The principle of primacy of public interest, public choice and public policy

The principle of primacy of public interest, public choice and public policy (2)

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

87/328 **SUBMITTED TEXT** 43 WORDS **61%** **MATCHING TEXT** 43 WORDS

Public interest can be interpreted in various ways such as the common good, the general welfare, the overall quality of life of people as individual and society as a collective. In simpler terms the collective realisation of social values, rights and privileges

Public interest can be interpreted in various ways such as the common good, the general welfare, the overall quality of life of contemporary and subsequent Self-Instructional Material 13 Financial Adminisiralion generations, the collective realisation of social values, rights and privileges.

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

88/328 **SUBMITTED TEXT** 26 WORDS **96%** **MATCHING TEXT** 26 WORDS

administration is to concentrate on those types of activities which make a definite and justifiable contribution to the accomplishment of public interest and public satisfaction	administration, it is imperative to concentrate on those types of activities which make a definite and justifiable contribution to the accomplishment of public interest and public satisfaction

W https://www.bdu.ac.in/cde/SLM/M.A.%20Public%20Administration/I%20Year/Paper%20-%204%20%20Financia ...

89/328 **SUBMITTED TEXT** 35 WORDS **70%** **MATCHING TEXT** 35 WORDS

public policies. It is quite essential to realise that financial policy is expected to meet the broad aims as spelt out in public policies. One should be clear about the meaning of public choice	public policies. It is quite essential to realise that policy is expected to subserve the broad aims as spelt out in public policies. One should be clear about the meaning of public choice.

W https://www.bdu.ac.in/cde/SLM/M.A.%20Public%20Administration/I%20Year/Paper%20-%204%20%20Financia ...

90/328 **SUBMITTED TEXT** 24 WORDS **100%** **MATCHING TEXT** 24 WORDS

public choice is a choice which encompasses common life and is shared by all. 2) The principle of political direction and control	Public choice is a choice which encompasses common life and is shared by all. (2) The principle of political direction and control

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

91/328 **SUBMITTED TEXT** 56 WORDS **80%** **MATCHING TEXT** 56 WORDS

This structure is found in basic laws of the land and in prevailing customs, conventions and traditions by which political ideals and ideas exist and develop within a system. Financial administration, as a subsystem of public administration, should agree to these political ideas and ideals as expressed through the constitutional process of the society. Further,	This structure is found in basic laws of the land and in prevailing customs, conventions and traditions by which political ideals and ideas find their way. Financial administration, as a subsystem of public administration, should conform to these political ideas and ideals as expressed through the constitutional process of the society. Further,

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

92/328 **SUBMITTED TEXT** 15 WORDS **100%** **MATCHING TEXT** 15 WORDS

to the political structure of a particular society to which it is attached. In	to the political structure of a particular society to which it is attached. In

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

93/328	SUBMITTED TEXT	39 WORDS	98%	MATCHING TEXT	39 WORDS

and have replaced all the previous structures and ideals. Therefore, the system of financial administration is to be organised and operated in a manner so as to secure compliance with the will of legislature as expressed through the

and ideals have replaced all the previous structures and ideals. Therefore, the system of financial administration is to be organised and operated in a manner so as to secure compliance with the will of legislature as expressed through the

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

94/328	SUBMITTED TEXT	34 WORDS	90%	MATCHING TEXT	34 WORDS

both public and fiscal. In order to ensure its control over financial administration of the executive government, the legislature (parliament) takes an account of financial functions through an independent audit organisation like the

both public and fiscal. In order to ensure its control over financial administration of the executive government, the legislature takes an account of financial functions through an independent audit organisation. (3) The

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95/328	SUBMITTED TEXT	21 WORDS	81%	MATCHING TEXT	21 WORDS

The Principle of Correspondence This principle suggests a causal relationship between the objectives of financial administration and the functions

The principle of correspondence This principle implies that there should be a causal relationship between the objectives of financial administration and the functions,

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

96/328	SUBMITTED TEXT	11 WORDS	100%	MATCHING TEXT	11 WORDS

the human and material resources necessary to accomplish such objectives

the human and material resources necessary to accomplish such objectives.

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

97/328	SUBMITTED TEXT	42 WORDS	91%	MATCHING TEXT	42 WORDS

The type of functions, the personnel required to handle them and the physical facilities necessary for the purpose should have a rational mutual interrelationship. The objectives and the functions should provide the basis for staffing and equipping of the financial organisation

the type of functions, the personnel required to handle them and the physical facilities necessary for the purpose should have a rational mutual interrelationship. The essence of this principle is that the objectives and the functions should provide the basis for staffing and equipping of the financial organisation. (4)

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

98/328	SUBMITTED TEXT	50 WORDS	73%	MATCHING TEXT	50 WORDS

this principle to centralisation-based efficiency. While it should not be taken to mean centralisation of every minute detail at the top of hierarchy but it does mean that the work is coordinated between the different financial and non-financial agencies and highly evaluated by the top officials of the government.

this principle. He centralisation to efficiency. While elaborating he clarified it should not be taken to mean centralisation of every minute detail at the top of hierarchy. According to him it does mean that the work of the different financial and non-financial agencies is coordinated and highly evaluated by the top officials of the government.

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

99/328	SUBMITTED TEXT	13 WORDS	100%	MATCHING TEXT	13 WORDS

Experiences of developing countries have exposed the inadequacy of centralised decision making

Experiences of developing countries have exposed the inadequacy of centralised decision making.

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

100/328	SUBMITTED TEXT	56 WORDS	80%	MATCHING TEXT	56 WORDS

centralised direction and decentralised decision making and decision implementation. The concept of administrative financial control has slowly given way to the concept of management of results. This principle supports centralised guidance for facilitating decentralised decision making with a view to securing maximum production (quantity) as well as optimum utility (quality). The concept of national planning

centralised direction and decentralised decision making and decision implementation. The concept of administrative financial control has given way to the concept of management of results. Under this changed context, this principle should be taken to mean centralised guidance for facilitating decentralised decision making with a view to securing optimum production as well as optimum utility. The concept of national planning

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101/328	SUBMITTED TEXT	44 WORDS	100%	MATCHING TEXT	44 WORDS

develop capacity to withstand losses of specific trained personnel without serious consequences to effectiveness, and efficiency. For this purpose, there is need for effective-manpower planning together with a good programme for human resource development. 6) The principle of simplicity and flexibility

develop capacity to withstand losses of specific trained personnel without serious consequences to effectiveness, and efficiency. For this purpose, there is need for effective-manpower planning together with a good programme for human resource development. 2.5.6. The Principle of Simplicity and Flexibility

W https://www.bdu.ac.in/cde/SLM/M.A.%20Public%20Administration/I%20Year/Paper%20-%204%20%20Financia ...

102/328 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

All other democratic institutions, including parliament, derive their authority from

All other democratic institutions, including parliament, derive their authority from -

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

103/328 **SUBMITTED TEXT** 36 WORDS **82%** **MATCHING TEXT** 36 WORDS

Therefore, it is very essential that the financial system and its procedures should be simplified in such a manner so as to become accessible to the commonfolk. If this principle is implemented properly, it can

Therefore, it is very essential that the financial system and its procedures should be simplified in such a manner so as to become intelligible to the layman. According to P.J.J. Pinto, if this principle is implemented properly, it can

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104/328 **SUBMITTED TEXT** 49 WORDS **78%** **MATCHING TEXT** 49 WORDS

economise the system to a great extent. The principle of flexibility implies that the financial organisation should develop capacity to adjust itself. to fluctuations on work flows, human compositions and physical facilities. 7) The principle of conduct, discipline and regularity The officials of public financial organisations

economise the costs. ' Introdiiciion to Financial Adminisiralion The principle of flexibility implies that the financial organisation should develop capacity to adjust itself to fluctuations on work flows, human compositions and physical facilities. (7) The principle of conduct, discipline and regularity The principle of conduct implies that the officials of public financial organisations

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105/328 **SUBMITTED TEXT** 14 WORDS **100%** **MATCHING TEXT** 14 WORDS

could be very effective in preventing tax evasion by setting ethical examples themselves

could be very effective in preventing tax evasion by setting ethical examples themselves.

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106/328 **SUBMITTED TEXT** 22 WORDS **100%** **MATCHING TEXT** 22 WORDS

The principle of discipline implies that the objectives, rules and regulations, the policies, procedures and programmes must be honoured by each

The principle of discipline implies that the objectives, rules and regulations, the policies, procedures and programmes must be honoured by each

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107/328 **SUBMITTED TEXT** 16 WORDS **90%** **MATCHING TEXT** 16 WORDS

The principle of regularity implies that no financial organisation, can afford to function at intervals.

The principle of regularity implies that no public organisation, including financial organisation, can afford to function at intervals.

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

108/328 **SUBMITTED TEXT** 52 WORDS **94%** **MATCHING TEXT** 52 WORDS

can lead to misuse of these funds for personal interest. Financial administration has therefore to be held publicly answerable for proper use of funds at several levels such as political, legal, administrative, organisational, professional, moral and aspirational. Here accountability implies answerability for one's responsibility and for trust bestowed in an official.

can lead to misuse of these funds for personal interest. Financial administration has therefore to be held publicly answerable for proper use of funds at several levels such as political, legal, administrative, organisational, professional, jnoral and aspirational. Here accountability implies answerability for one's responsibility and for trust reposed in an official.

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109/328 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

in terms of mobilisation of resources and their productive deployment

in terms of mobilisation of resources and their productive deployment.

W https://pdfcoffee.com/ignoux27s-public-administration-material-part-5-financial-administration-pd ...

110/328 **SUBMITTED TEXT** 16 WORDS **100%** **MATCHING TEXT** 16 WORDS

for proper use of funds at several levels such as political, legal, administrative, organisational, professional

for proper use of funds at several levels such as political, legal, administrative, organisational, professional,

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111/328 **SUBMITTED TEXT** 20 WORDS **92%** **MATCHING TEXT** 20 WORDS

Sundharam, K.P.M., (1974.) Indian Public Finance and Financial Administration, Fourth Edition, Sultan Chand & Sons: New Delhi. Thavaraj, M.

Sundharam, K.P.M., 1974. Indian Public Finance and Financial Administration, Fourth Edition, Sultan Chand & Sons: New Delhi. ? Sury M.

W https://www.bdu.ac.in/cde/SLM/M.A.%20Public%20Administration/I%20Year/Paper%20-%204%20%20Financia ...

112/328	SUBMITTED TEXT	16 WORDS	88%	MATCHING TEXT	16 WORDS

OBJECTIVES After going through this unit, one will be able to- • Discuss the

OBJECTIVES After going through this unit, you will be able to: ?Discuss the

W http://162.241.27.72/siteAdmin/dde-admin/uploads/5/__UG_B.A._Public%20Administration%20(English)_ ...

113/328	SUBMITTED TEXT	20 WORDS	84%	MATCHING TEXT	20 WORDS

Independence brought basic changes in the political context of financial administration. The principle of executive responsibility to the legislature

Independence brought basic changes in the political context of financial administration. There was a formal acceptance of the principle of executive responsibility to the legislature.

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

114/328	SUBMITTED TEXT	17 WORDS	100%	MATCHING TEXT	17 WORDS

The budgetary and other systems and procedures were tuned to subserve this principle and its implementation.

The budgetary and other systems and procedures were tuned to subserve this principle and its implementation.

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115/328	SUBMITTED TEXT	16 WORDS	100%	MATCHING TEXT	16 WORDS

active interest in the 30 form, content, legality and regularity of public spending

active interest in the form, content, legality and regularity of public spending.

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116/328	SUBMITTED TEXT	16 WORDS	100%	MATCHING TEXT	16 WORDS

The Comptroller and Auditor-General became a constitutional authority with a responsibility to aid legislative control

The Comptroller and Auditor-General became a constitutional authority with a responsibility to aid legislative control.

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117/328	SUBMITTED TEXT	12 WORDS	100%	MATCHING TEXT	12 WORDS

The financial administration gradually shifted its focus from stability to welfare

The financial administration gradually shifted its focus from stability to welfare,

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

118/328 **SUBMITTED TEXT** 47 WORDS **95%** **MATCHING TEXT** 47 WORDS

Planning and Budgeting got united in the form of Performance Budgeting in 1974 which gave result orientation to financial processes. The system of financial control has been basically restructured so as to make it an instrument of plan implementation. Significant powers were delegated to various departments

Planning and Budgeting got united in the form of Performance Budgeting in 1974 which gave result orientation to financial processes. The system of financial control has been basically restructured so as to make it an instrument of plan implementation. Consequently, significant powers were delegated to spending departments

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119/328 **SUBMITTED TEXT** 21 WORDS **100%** **MATCHING TEXT** 21 WORDS

through various delegation schemes such as the schemes of 1955, 1958, 1962, 1968 and 1975. The responsibility for financial control

through various delegation schemes such as the schemes of 1%5. 1958, 1962, 1968 and 1975 the responsibility for financial control

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120/328 **SUBMITTED TEXT** 49 WORDS **100%** **MATCHING TEXT** 49 WORDS

two means- First one was the scheme of Integrated Financial Advice and the second was the separation of audit and accounts. In order to meet the growing financial needs of development expenditure, budget became an instrument of resource mobilisation. Consequently, several steps were taken to rationalise tax structure.

two means. First one was the scheme of Integrated Financial Advice and the second was the separation of audit and accounts. In order to meet the growing financial needs of development expenditure, budget became an instrument of resource mobilisation. Consequently, several steps were taken to rationalise tax structure.

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

121/328 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

Kaldor's tax proposals, Wanchoo Committee Report, Jha Committee Report. 1.

Kaldor's tax proposals, Wanchoo Committee Report, Jha Committee Report

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

122/328 **SUBMITTED TEXT** 22 WORDS **78%** **MATCHING TEXT** 22 WORDS

the capabilities of the population. Nationalisation of banking system was considered as an instrument to channel national funds towards development activities.

the pace of development. Nationalisation of banking system was considered as an instrument to channel national funds towards development activities.

W https://www.bdu.ac.in/cde/SLM/M.A.%20Public%20Administration/I%20Year/Paper%20-%204%20%20Financia ...

123/328 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

assumed significant importance in advancing the goals of development and equity

assumed significant importance in advancing the goals of development and equity.

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

124/328 **SUBMITTED TEXT** 27 WORDS **100%** **MATCHING TEXT** 27 WORDS

there were certain undesirable consequences. Galloping inflation, sinking balance of payments position, increasing negative returns from public sector, shrinking public savings and resource base etc. have

There were certain undesirable consequences. Galloping inflation, sinking balance of payments position, increasing negative returns from public sector, shrinking public savings and resource base etc., have

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

125/328 **SUBMITTED TEXT** 25 WORDS **100%** **MATCHING TEXT** 25 WORDS

have had a cumulative impact on financial administration in such a way that the government had to take steps to set right these tendencies,

have had a cumulative impact on financial administration in such a way that the government had to take steps to set right these tendencies.

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

126/328 **SUBMITTED TEXT** 15 WORDS **100%** **MATCHING TEXT** 15 WORDS

G.S., (1976.) Public Finance and Financial Administration in India, H.P. Kapoor: New Delhi.

G.S., 1976. Public Finance and Financial Administration in India, H.P. Kapoor: New Delhi. ?

W https://www.bdu.ac.in/cde/SLM/M.A.%20Public%20Administration/I%20Year/Paper%20-%204%20%20Financia ...

127/328 **SUBMITTED TEXT** 23 WORDS **100%** **MATCHING TEXT** 23 WORDS

Musgrave & Musgrave, (1989.) Public Finance in Theory and Practice, McGraw Hill Book Company: New York. 35

Musgrave & Musgrave, 1989. Public Finance in Theory and Practice, McGraw Hill Book Company: New York. ?

W https://www.bdu.ac.in/cde/SLM/M.A.%20Public%20Administration/I%20Year/Paper%20-%204%20%20Financia ...

128/328 **SUBMITTED TEXT** 17 WORDS **85%** **MATCHING TEXT** 17 WORDS

New York Thavaraj, M.J., (1978.) Financial Administration of India, Sultan Chand & Sons: New Delhi.

New Thavaraj, M.J.K., 1978. Financial Administration of India, Sultan Chand & Sons : New Delhi. •

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

129/328 **SUBMITTED TEXT** 21 WORDS **81%** **MATCHING TEXT** 21 WORDS

questions 4.9.References 4.1. LEARNING OBJECTIVES After going through this unit, one should be able to: • Explain the

questions LEARNING OBJECTIVES After going through this unit, you should be able to: Explain the

W http://www.eiilmuniversity.co.in/downloads/Financial-Administration.pdf

130/328 **SUBMITTED TEXT** 31 WORDS **40%** **MATCHING TEXT** 31 WORDS

the government. It is the branch of economics that assesses the government revenues and expenditure and its adjustment to achieve the desirable objectives. Thus, comprehending the essence of public finance

the government in the economy.[1] It is the branch of economics that assesses the government revenue and government expenditure of the public authorities and the adjustment of one or the other to achieve desirable effects and avoid undesirable ones.[2] The purview of public finance

W https://en.wikipedia.org/wiki/Public_finance

131/328 **SUBMITTED TEXT** 31 WORDS **95%** **MATCHING TEXT** 31 WORDS

organizing, directing and controlling the financial activities such as procurement and utilization of funds of the enterprise. It also means applying general management principles to financial resources of the enterprise.

organizing, directing and controlling the financial activities such as procurement and utilization of funds of the enterprise. It means applying general management principles to financial resources of the enterprise.

W https://www.managementstudyguide.com/financial-management.htm

132/328 **SUBMITTED TEXT** 122 WORDS **94%** **MATCHING TEXT** 122 WORDS

Investment decisions: includes investment in fixed assets (called as capital budgeting). Investments in current assets are also a part of investment decisions called as working capital decisions. • Financial decisions: relate to the raising of finance from various resources which will depend upon decision on type of source, period of financing, cost of financing and the returns thereby. • Dividend decision: The finance manager has to take decision with regards to the net profit distribution. Net profits are generally divided into two: a) Dividend for shareholders- dividend and the rate of it has to be decided. b) Retained profits- amount of retained profits has to be finalized which will depend upon expansion and diversification plans of the enterprise. The financial management

Investment decisions includes investment in fixed assets (called as capital budgeting). Investment in current assets are also a part of investment decisions called as working capital decisions. • Financial decisions - They relate to the raising of finance from various resources which will depend upon decision on type of source, period of financing, cost of financing and the returns thereby. • Dividend decision - The finance manager has to take decision with regards to the net profit distribution. Net profits are generally divided into two: • Dividend for shareholders- Dividend and the rate of it has to be decided. • Retained profits- Amount of retained profits has to be finalized which will depend upon expansion and diversification plans of the enterprise. Objectives of Financial Management

W https://www.managementstudyguide.com/financial-management.htm

133/328 **SUBMITTED TEXT** 21 WORDS **71%** **MATCHING TEXT** 21 WORDS

Public Revenue Public revenue collects money from the public through direct and indirect taxes penalties, fines, fees, maintenance, etc. 2)

Public Revenue Public revenue is the collection of money from the public by way of direct and indirect taxes, penalties, fines, fees, maintenance, etc.

W https://www.wallstreetmojo.com/public-finance/

134/328 **SUBMITTED TEXT** 18 WORDS **100%** **MATCHING TEXT** 18 WORDS

The financial management is generally concerned with procurement, allocation and control of financial resources of a concern.

The financial management is generally concerned with procurement, allocation and control of financial resources of a concern.

W https://www.managementstudyguide.com/financial-management.htm

135/328 **SUBMITTED TEXT** 52 WORDS **80%** **MATCHING TEXT** 52 WORDS

Public Expenditure Public expenditure is the expenditure for the public like infrastructural facilities, basic health facilities, medical and educational facilities, etc. 3) Public Debt When the expenditure exceeds the revenue, the government can take the help of debt to fulfil the country's needs and run the economy. Public financial administration is

Public Expenditure Public expenditure is the expenditure for the public like infrastructural facilities, basic health facilities, medical and educational facilities, etc. Public Debt When the expenditure exceeds the revenue, the government will take the help of debt to fulfill the needs of the country and to run the economy. Financial Administration Financial Administration is

W https://www.wallstreetmojo.com/public-finance/

136/328 **SUBMITTED TEXT** 17 WORDS **96%** **MATCHING TEXT** 17 WORDS

Mahajan S. K. & Mahajan, A. (2014). Financial Administration in India. New Delhi, India: PHI

SA Unit-5 (05-03-2019).doc (D48925487)

137/328 **SUBMITTED TEXT** 19 WORDS **81%** **MATCHING TEXT** 19 WORDS

New York: Harcourt. Mahajan S. K. & Mahajan, A. (2014). Financial Administration in India. New Delhi, India: PHI

SA Unit-5 (05-03-2019).doc (D48925487)

138/328 **SUBMITTED TEXT** 17 WORDS **89%** **MATCHING TEXT** 17 WORDS

John Maynard, 1935 (1965), The General Theory of Employment, Interest, and Money, New York: Harcourt, Brace.

SA deepa Eco.docx (D28771015)

139/328 **SUBMITTED TEXT** 21 WORDS **60%** **MATCHING TEXT** 21 WORDS

of fiscal policy is to ensure economic growth and development in any nation. Such economic growth and development must be

SA CHAPTER 4.docx (D27320633)

140/328 **SUBMITTED TEXT** 15 WORDS **90%** **MATCHING TEXT** 15 WORDS

Lower taxes and duties on small-scale industrial (SSI) units encourage additional investment and consequently

SA CHAPTER 4.docx (D27320633)

141/328 **SUBMITTED TEXT** 41 WORDS **73%** **MATCHING TEXT** 41 WORDS

Reducing the Deficit in the Balance of Payment "Fiscal policy tries to encourage additional exports by manner of financial measures like Exemption of taxation on export earnings, Exemption of central excise duties and customs,Exemption of nuisance tax and tariff, etc" (

SA CHAPTER 4.docx (D27320633)

142/328 **SUBMITTED TEXT** 52 WORDS **42%** **MATCHING TEXT** 52 WORDS

policy tries to add extra exports by manner of financial Measures like, exemption of taxation on export earnings, exemption of excise tax and octopi, etc. exchange provides business enterprise advantages to import substitute industries. The exchange achieved by means of exports and saved by way of import substitutes helps to solve

SA CHAPTER 4.docx (D27320633)

143/328 **SUBMITTED TEXT** 27 WORDS **71%** **MATCHING TEXT** 27 WORDS

often relate to specific schemes and projects. Furthermore, they are usually routed through central ministries to state governments for achieving certain desired objectives. These funds are

SA CHAPTER 4.docx (D27320633)

144/328 **SUBMITTED TEXT** 18 WORDS **100%** **MATCHING TEXT** 18 WORDS

medium term target for balancing current revenues and expenditures and set overall limits to the fiscal deficit"

SA CHAPTER 4.docx (D27320633)

145/328 **SUBMITTED TEXT** 18 WORDS **91%** **MATCHING TEXT** 18 WORDS

before the Parliament on an annual basis reports related to its economic assessments, taxation and expenditure strategy" (

SA CHAPTER 4.docx (D27320633)

146/328 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

arbitrary and excessive tax results in social injustice by the government...

arbitrary and excessive tax results in social injustice by the government".

W https://economictimes.indiatimes.com/news/economy/policy/arbitrary-or-excessive-tax-results-in-so ...

147/328 **SUBMITTED TEXT** 23 WORDS **100%** **MATCHING TEXT** 23 WORDS

While tax evasion is a social injustice to fellow citizens, arbitrary and excessive tax also results in social injustice by the government" (

While tax evasion is a social injustice to fellow citizens, arbitrary and excessive tax also results in social injustice by the government,"

W https://economictimes.indiatimes.com/news/economy/policy/arbitrary-or-excessive-tax-results-in-so ...

148/328 **SUBMITTED TEXT** 1 WORDS **100%** **MATCHING TEXT** 1 WORDS

news/economy/policy/arbitrary-or-excessive-tax-results-in-social-injustice-by-a-government-cji-bobde/

News›Economy›Policy›Arbitrary or excessive tax results in social injustice by a government: CJI Bobde

W https://economictimes.indiatimes.com/news/economy/policy/arbitrary-or-excessive-tax-results-in-so ...

149/328 **SUBMITTED TEXT** 32 WORDS **83%** **MATCHING TEXT** 32 WORDS

that “fiscal prudence and the desire to limit the public debt through better revenue and expenditure outcomes has been fairly institutionalised in the Indian policy matrix” (De 2012: 24) Brahmbhatt and

SA CHAPTER 4.docx (D27320633)

150/328 **SUBMITTED TEXT** 15 WORDS **88%** **MATCHING TEXT** 15 WORDS

Chelliah Raja J (2011): Fiscal Policy in Underdeveloped Countries With Special Reference to India,

Chelliah R.J. 1969. Fiscal Policy in Underdeveloped Countries with Special Reference to India, 2

W https://www.bdu.ac.in/cde/SLM/M.A.%20Public%20Administration/I%20Year/Paper%20-%204%20%20Financia ...

151/328 **SUBMITTED TEXT** 17 WORDS **100%** **MATCHING TEXT** 17 WORDS

Arbitrary or excessive tax results in social injustice by a government: CJI Bobde”, The Economic Times,

Arbitrary or excessive tax results in social injustice by a government: CJI Bobde - The Economic Times

W https://economictimes.indiatimes.com/news/economy/policy/arbitrary-or-excessive-tax-results-in-so ...

152/328 **SUBMITTED TEXT** 1 WORDS **100%** **MATCHING TEXT** 1 WORDS

news/economy/policy/arbitrary-or-excessive-tax-results-in-social-injustice-by-a-government-cji-bobde/

News›Economy›Policy›Arbitrary or excessive tax results in social injustice by a government: CJI Bobde

W https://economictimes.indiatimes.com/news/economy/policy/arbitrary-or-excessive-tax-results-in-so ...

153/328 **SUBMITTED TEXT** 21 WORDS **60%** **MATCHING TEXT** 21 WORDS

of fiscal policy is to ensure economic growth and development in any nation. Such economic growth and development must be

SA CHAPTER 4.docx (D27320633)

154/328 **SUBMITTED TEXT** 21 WORDS **65%** **MATCHING TEXT** 21 WORDS

The term “Budget” comes from the French word- “bougette” which means a leather bag or wallet. In the words of

SA Unit-5 (05-03-2019).doc (D48925487)

155/328 **SUBMITTED TEXT** 29 WORDS **100%** **MATCHING TEXT** 29 WORDS

A Budget is a financial plan summarizing the financial experience of the past stating a current plan and projecting it over a specified period of time in future".

SA THE BUDGET PREPARATION OF INDIA.pdf (D75607893)

156/328 **SUBMITTED TEXT** 22 WORDS **90%** **MATCHING TEXT** 22 WORDS

of budget which were- reintroducing food control, increasing supply of food grains at fair price and limiting food imports from overseas.

of the budget were: reintroducing food control, increasing supply of food grains at fair price and limiting food imports from overseas.

W https://www.downtoearth.org.in/coverage/economy/analysis-of-union-budget-since-1947-56867

157/328 **SUBMITTED TEXT** 13 WORDS **95%** **MATCHING TEXT** 13 WORDS

To promote India as major software development centre in the world. 4.

to promote India as a major software development centre in the world.

W https://www.downtoearth.org.in/coverage/economy/analysis-of-union-budget-since-1947-56867

158/328 **SUBMITTED TEXT** 21 WORDS **100%** **MATCHING TEXT** 21 WORDS

a deficit budget "is the most common kind of budget presented by the most popular democracies in the world today.

SA FRBM Assigment 4 sem.pdf (D75551780)

159/328 **SUBMITTED TEXT** 12 WORDS **90%** **MATCHING TEXT** 12 WORDS

from the Consolidated Fund of India. The Consolidated Fund of India

from the Consolidated Fund of India. The expenditure under the Consolidated Fund of India

W https://www.yourarticlelibrary.com/india-2/financial-administration/financial-administration-in-i ...

160/328 **SUBMITTED TEXT** 19 WORDS **78%** **MATCHING TEXT** 19 WORDS

by two statutory committees- Central Board of Direct Taxes and Central Board of Excise & Customs. The

by two statutory Boards viz., Central Board of Direct Taxes, and the Central Board of Excise and The

W https://www.bdu.ac.in/cde/SLM/M.A.%20Public%20Administration/I%20Year/Paper%20-%204%20%20Financia ...

161/328 **SUBMITTED TEXT** 16 WORDS **83%** **MATCHING TEXT** 16 WORDS

be made, (b) to suggest alternative policies in order to bring about efficiency in administration,	be effected; (b) to suggest alternative policies in order to bring about efficiency and economy in administration; (

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

162/328 **SUBMITTED TEXT** 16 WORDS **80%** **MATCHING TEXT** 16 WORDS

Preparation of the Union Budget, enactment of the Union Budget, execution of the Budget and	Preparation of the Budget, Enactment of the Budget, Execution of the Budget and

W https://www.bdu.ac.in/cde/SLM/M.A.%20Public%20Administration/I%20Year/Paper%20-%204%20%20Financia ...

163/328 **SUBMITTED TEXT** 14 WORDS **84%** **MATCHING TEXT** 14 WORDS

of the Budget- The Union Budget is known as the Annual Financial Statement

SA An_Analytical_study_of_goverment_budget_and_its_impact_m_grwoth_and_development_of_c._g._state.pdf (D16312470)

164/328 **SUBMITTED TEXT** 14 WORDS **100%** **MATCHING TEXT** 14 WORDS

corporate tax cut is the single biggest reform in the last two decades..	corporate tax cut is the single biggest reform in the last two decades

W https://www.livemint.com/companies/news/-corporate-tax-cut-is-the-single-biggest-reform-in-the-la ...

165/328 **SUBMITTED TEXT** 67 WORDS **100%** **MATCHING TEXT** 67 WORDS

This is hugely competitive as compared to India's closest manufacturing rivals like Vietnam, Indonesia and Bangladesh. I believe it would be a great catalyst to the Make in India programme for attracting foreign investment. The timing is also perfect as this comes at a time when key American companies are caught in a trade war with China and are looking at alternative global manufacturing bases"	This is hugely competitive as compared to India's closest manufacturing rivals like Vietnam, Indonesia and Bangladesh. I believe it would be a great catalyst to the Make in India programme for attracting foreign investment. The timing is also perfect as this comes at a time when key American companies are caught in a trade war with China and are looking at alternative global manufacturing bases.

W https://www.livemint.com/companies/news/-corporate-tax-cut-is-the-single-biggest-reform-in-the-la ...

166/328 **SUBMITTED TEXT** 56 WORDS **100%** **MATCHING TEXT** 56 WORDS

including the excise duty and sales tax. GST is "currently levied on every product except petroleum, alcohol, tobacco and stamp duty on real estate in four slabs of 5, 12, 18 and 28 per cent. Most of the daily use articles have zero GST as per the latest revision of the tax rates last year (

including the excise duty and sales tax. GST is currently levied on every product except petroleum, alcohol, tobacco and stamp duty on real estate in four slabs of 5, 12, 18 and 28 per cent. Most of the daily use articles have zero GST as per the latest revision of the tax rates last year.

W https://www.indiatoday.in/india/story/2-years-of-gst-hits-misses-and-future-1559678-2019-07-01

167/328 **SUBMITTED TEXT** 61 WORDS **100%** **MATCHING TEXT** 61 WORDS

In 2018-19 Budget, the GST collection was estimated at Rs 7.4 lakh crore which was revised later in 2019-20 interim budget to Rs 6.4 lakh crore. But the finance ministry's figures show that the 81 actual GST collection for 2018-19 was around Rs 5.8 lakh crore, a significant shortfall of over 20 per cent compared to budget projection" (

In 2018-19 Budget, the GST collection was estimated at Rs 7.4 lakh crore which was revised later in 2019-20 interim budget to Rs 6.4 lakh crore. But the finance ministry's figures show that the actual GST collection for 2018-19 was around Rs 5.8 lakh crore, a significant shortfall of over 20 per cent compared to budget projection.

W https://www.indiatoday.in/india/story/2-years-of-gst-hits-misses-and-future-1559678-2019-07-01

168/328 **SUBMITTED TEXT** 53 WORDS **92%** **MATCHING TEXT** 53 WORDS

revenue base has gone up significantly- "The average revenue collection per month in the eight months of 2017-18 was Rs 89,700 crore per month. This propelled the annual revenue collection by about 12 per cent...The monthly average revenue collection increased further in 2018-19 by about 10 per cent to Rs 97,100 crore" (

revenue collection has also gone up. The average revenue collection per month in the eight months of 2017-18 was Rs 89,700 crore per month. This propelled the annual revenue collection by about 12 per cent. The monthly average revenue collection increased further in 2018-19 by about 10 per cent to Rs 97,100 crore.

W https://www.indiatoday.in/india/story/2-years-of-gst-hits-misses-and-future-1559678-2019-07-01

169/328 **SUBMITTED TEXT** 15 WORDS **88%** **MATCHING TEXT** 15 WORDS

Chelliah Raja J (2011): Fiscal Policy in Underdeveloped Countries With Special Reference to India,

Chelliah R.J. 1969. Fiscal Policy in Underdeveloped Countries with Special Reference to India, 2

W https://www.bdu.ac.in/cde/SLM/M.A.%20Public%20Administration/I%20Year/Paper%20-%204%20%20Financia ...

170/328	SUBMITTED TEXT	68 WORDS	100%	MATCHING TEXT	68 WORDS

when people avail services offered by the government, like electricity, telecommunication, DTH, broadband etc, they pay bills, which include the share of non-tax revenue as the government provides infrastructure support to facilitate the services. The government also collects interest as non-tax revenue on the loans and funds advanced to states for various purposes. So, the government collects non-tax revenue in return for providing/facilitating any goods or services" (

when people avail services offered by the government, like electricity, telecommunication, DTH, broadband etc, they pay bills, which include the share of non-tax revenue as the government provides infrastructure support to facilitate the services. The government also collects interest as non-tax revenue on the loans and funds advanced to states for various purposes. So, the government collects non-tax revenue in return for providing/facilitating any goods or services.

W https://www.financialexpress.com/what-is/non-tax-revenue-meaning/1762795/

171/328	SUBMITTED TEXT	14 WORDS	100%	MATCHING TEXT	14 WORDS

Corporate tax cut is the single biggest reform in the last two decades",

Corporate tax cut is the single biggest reform in the last two decades' |

W https://www.livemint.com/companies/news/-corporate-tax-cut-is-the-single-biggest-reform-in-the-la ...

172/328	SUBMITTED TEXT	1 WORDS	100%	MATCHING TEXT	1 WORDS

companies/news/-corporate-tax-cut-is-the- single-biggest-reform-in-the-last-two-decades-11570729584966.

Companies / News / 'Corporate tax cut is the single biggest reform in the last two decades'

W https://www.livemint.com/companies/news/-corporate-tax-cut-is-the-single-biggest-reform-in-the-la ...

173/328	SUBMITTED TEXT	16 WORDS	78%	MATCHING TEXT	16 WORDS

Rao, Govind M (2000): "Tax Reforms in India Achievements and Challenges", Asia Pacific Development Journal,

Rao, Govinda M.: "Tax Reform in India: Achievements and Challenges', Asia- Pacific Development Journal,

W https://openknowledge.worldbank.org/bitstream/handle/10986/12522/688970ESW0P0730Draft0April027002 ...

174/328	SUBMITTED TEXT	16 WORDS	58%	MATCHING TEXT	16 WORDS

Role of Fiscal Policy for Mobilisation of Resources for Economic Growth", available at http://www.economicsdiscussion.net/fiscal-policy/role-of-fiscal-policy-for- mobilisation-of-resources-for-economic-growth/10965

Role of Fiscal Policy for Mobilisation of Resources for Economic Growth Skip to content Toggle Navigation • Home • Upload & Share • Privacy Policy • Contact Us Role of Fiscal Policy for Mobilisation of Resources for Economic Growth

W http://www.economicsdiscussion.net/fiscal-policy/role-of-fiscal-policy-for-mobilisation-of-resour ...

175/328 **SUBMITTED TEXT** 22 WORDS **100%** **MATCHING TEXT** 22 WORDS

excessive printing of money leads to inflation. If the government borrows too much from abroad it leads to a debt crisis.

SA ECONOMICS SUMIT 6TH SEM.docx (D50257214)

176/328 **SUBMITTED TEXT** 30 WORDS **100%** **MATCHING TEXT** 30 WORDS

shifts in government spending, changes in the competitive environment, globalization, presence of shadow economies, fraud in government programs, role of multinationals, and income distribution that affects private consumption expenditures" (

shifts in government spending, changes in the competitive environment, globalization, presence of shadow economies, fraud in government programs, role of multinationals, and income distribution that affects private consumption expenditures.

W http://162.241.27.72/siteAdmin/dde-admin/uploads/5/__UG_B.A._Public%20Administration%20(English)_ ...

177/328 **SUBMITTED TEXT** 32 WORDS **100%** **MATCHING TEXT** 32 WORDS

Excessive domestic borrowing by the government may lead to higher real interest rates and the domestic private sector being unable to access funds resulting in the „crowding out" of private investment.

SA ECONOMICS SUMIT 6TH SEM.docx (D50257214)

178/328 **SUBMITTED TEXT** 96 WORDS **97%** **MATCHING TEXT** 96 WORDS

These are- "To finance defence expenditures during war ii. To lift the economy out of depression so that incomes, employment, investment, etc., all rise iii. To activate idle resources as well as divert resources from unproductive sectors to productive sectors with the objective of increasing national income and, hence, higher economic growth iv. To raise capital formation by mobilizing forced savings made through deficit financing v. To mobilize resources to finance massive plan expenditure If the usual sources of finance are, thus, inadequate for meeting public expenditure, a government may resort to deficit financing" (

These are: ADVERTISEMENTS: i. To finance defence expenditures during war ii. To lift the economy out of depression so that incomes, employment, investment, etc., all rise iii. To activate idle resources as well as divert resources from unproductive sectors to productive sectors with the objective of increasing national income and, hence, higher economic growth iv. To raise capital formation by mobilizing forced savings made through deficit financing v. To mobilize resources to finance massive plan expenditure If the usual sources of finance are, thus, inadequate for meeting public expenditure, a government may resort to deficit financing.

W http://www.economicsdiscussion.net/public-finance/deficit-financing/deficit-financing-meaning-eff ...

179/328	SUBMITTED TEXT	28 WORDS	94%	MATCHING TEXT	28 WORDS

to increase capital. This "technique of deficit financing results in an increase in government expenditure which produces a favourable multiplier effect on national income, saving, employment, etc" (

to increase capital. The technique of deficit financing results in an increase in government expenditure which produces a favourable multiplier effect on national income, saving, employment, etc.

W http://www.economicsdiscussion.net/public-finance/deficit-financing/deficit-financing-meaning-eff ...

180/328	SUBMITTED TEXT	16 WORDS	86%	MATCHING TEXT	16 WORDS

shortage of capital equipment, lack of technical knowledge and entrepreneurship, lack of communications, market imperfections

shortage of capital equipment and other complementary resources, lack of technical knowledge and entrepreneurship, lack of communications, market imperfections,

W http://www.economicsdiscussion.net/public-finance/deficit-financing/deficit-financing-meaning-eff ...

181/328	SUBMITTED TEXT	16 WORDS	100%	MATCHING TEXT	16 WORDS

include shifts in government spending, changes in the competitive environment, globalization, presence of shadow economies,

include shifts in government spending, changes in the competitive environment, globalization, presence of shadow economies,

W http://162.241.27.72/siteAdmin/dde-admin/uploads/5/__UG_B.A._Public%20Administration%20(English)_ ...

182/328	SUBMITTED TEXT	17 WORDS	100%	MATCHING TEXT	17 WORDS

fraud in government programs, role of multinationals, and income distribution that affects private consumption expenditures. •

fraud in government programs, role of multinationals, and income distribution that affects private consumption expenditures.

W http://162.241.27.72/siteAdmin/dde-admin/uploads/5/__UG_B.A._Public%20Administration%20(English)_ ...

183/328	SUBMITTED TEXT	20 WORDS	94%	MATCHING TEXT	20 WORDS

into seven branches- general finance, revenue, Money and banking, Salary and allowances, Public accounts, Military finance and Military Accounts.

into seven branches. They are general finance, revenue, money and banking, salary and allowances, public accounts, military finance and military accounts.

W https://www.bdu.ac.in/cde/SLM/M.A.%20Public%20Administration/I%20Year/Paper%20-%204%20%20Financia ...

184/328 **SUBMITTED TEXT** 20 WORDS **63%** **MATCHING TEXT** 20 WORDS

of the Ministry of Finance. The Ministry was now organized into three major wings- Expenditure, Economic affairs and Revenue.	of the ministry of finance, which was organised into three major wings. They are expenditure, economic affairs, and revenue.

W https://www.bdu.ac.in/cde/SLM/M.A.%20Public%20Administration/I%20Year/Paper%20-%204%20%20Financia ...

185/328 **SUBMITTED TEXT** 15 WORDS **75%** **MATCHING TEXT** 15 WORDS

departments- Department of Economic Affairs, Department of Revenue, Department of Expenditure and Department of	departments— Department of Economic Affairs, Department of Expenditure, Department of Revenue, Department of Financial Services and Department of

W http://162.241.27.72/siteAdmin/dde-admin/uploads/5/__UG_B.A._Public%20Administration%20(English)_ ...

186/328 **SUBMITTED TEXT** 14 WORDS **88%** **MATCHING TEXT** 14 WORDS

into four departments namely- Expenditure, Economic Affairs, Revenue and Insurance and Banking. Each	into four departments of expenditure, economic affairs, revenue and insurance, and banking, each

W https://www.bdu.ac.in/cde/SLM/M.A.%20Public%20Administration/I%20Year/Paper%20-%204%20%20Financia ...

187/328 **SUBMITTED TEXT** 14 WORDS **76%** **MATCHING TEXT** 14 WORDS

The department of Banking was however merged with the department of Economic Affairs	the department of banking having been merged with 86 the department of economic affairs

W https://www.bdu.ac.in/cde/SLM/M.A.%20Public%20Administration/I%20Year/Paper%20-%204%20%20Financia ...

188/328 **SUBMITTED TEXT** 49 WORDS **100%** **MATCHING TEXT** 49 WORDS

the "most important thing about deficit financing is that it generates economic surplus during the process of development. That is to say, the multiplier effects of deficit financing will be larger if total output exceeds the volume of money supply. As a result, inflationary effect will be neutralized" (	The most important thing about deficit financing is that it generates economic surplus during the process of development. That is to say, the multiplier effects of deficit financing will be larger if total output exceeds the volume of money supply. As a result, inflationary effect will be neutralized.

W http://www.economicsdiscussion.net/public-finance/deficit-financing/deficit-financing-meaning-eff ...

189/328	SUBMITTED TEXT	21 WORDS	55%	MATCHING TEXT	21 WORDS

the recommendations of the Finance Commission and the central Pay Commission. It monitors audit statements and prepares Central government accounts.

the recommendations of the Finance Commission and Central Pay Commission, monitoring of audit comments/ observations and the preparation of Central Government Accounts. 3.

W http://162.241.27.72/siteAdmin/dde-admin/uploads/5/__UG_B.A._Public%20Administration%20(English)_ ...

190/328	SUBMITTED TEXT	21 WORDS	87%	MATCHING TEXT	21 WORDS

Public Finance, Office of Controller General of Account, Office of Chief Adviser Cost, and Central Pension Accounting Office. The Department

Public Finance (Central) Divisions, Office of Controller General of Accounts, Office of Chief Adviser Cost, and Central Pension Accounting Office. The Department

W http://162.241.27.72/siteAdmin/dde-admin/uploads/5/__UG_B.A._Public%20Administration%20(English)_ ...

191/328	SUBMITTED TEXT	27 WORDS	77%	MATCHING TEXT	27 WORDS

the Central Board of Direct Taxes (CBDT) and the Central Board of Indirect Taxes and Customs (CBIC).Each of these bodies are headed by a chairman who

the Central Board of Direct Taxes (CBDT) and the Central Board of Indirect Taxes and Customs (CBIC). Each Board is headed by a Chairman who

W http://162.241.27.72/siteAdmin/dde-admin/uploads/5/__UG_B.A._Public%20Administration%20(English)_ ...

192/328	SUBMITTED TEXT	20 WORDS	92%	MATCHING TEXT	20 WORDS

The Department of Financial Services administers the functioning of banks, Financial Institutions, Insurance Companies and the National Pension System

the Department of Financial Services covers the functioning of Banks, Financial Institutions, Insurance Companies and the National Pension System.

W http://162.241.27.72/siteAdmin/dde-admin/uploads/5/__UG_B.A._Public%20Administration%20(English)_ ...

193/328	SUBMITTED TEXT	25 WORDS	100%	MATCHING TEXT	25 WORDS

the Reserve Bank of India (RBI), the Insurance Regulatory and Development Authority of India (IRDAI) and the Pension Fund Regulatory and Development Authority (PFRDA).

the Reserve Bank of India (RBI), the Insurance Regulatory and Development Authority of India (IRDAI) and the Pension Fund Regulatory and Development Authority (PFRDA).

W http://162.241.27.72/siteAdmin/dde-admin/uploads/5/__UG_B.A._Public%20Administration%20(English)_ ...

194/328 **SUBMITTED TEXT** 56 WORDS **100%** **MATCHING TEXT** 56 WORDS

public Sector banks (PSBs), Public Sector Insurance Companies (PSICs) and Development Financial Institutions (DFIs) like National Bank for Agriculture and Rural Development (NABARD), Small Industries Development Bank of India (SIDBI), India Infrastructure Finance Company Ltd. (IIFCL), National Housing Bank (NHB), Export-Import Bank of India (EXIM Bank), Industrial Finance Corporation of India (IFCI). 96

Public Sector banks (PSBs), Public Sector Insurance Companies (PSICs) and Development Financial Institutions (DFIs) like National Bank for Agriculture and Rural Development (NABARD), Small Industries Development Bank of India (SIDBI), India Infrastructure Finance Company Ltd. (IIFCL), National Housing Bank (NHB), Export-Import Bank of India (EXIM Bank), Industrial Finance Corporation of India (IFCI).

W http://162.241.27.72/siteAdmin/dde-admin/uploads/5/__UG_B.A._Public%20Administration%20(English)_ ...

195/328 **SUBMITTED TEXT** 24 WORDS **100%** **MATCHING TEXT** 24 WORDS

List CPSEs on stock exchanges to promote people's ownership through public participation and improving efficiencies of CPSEs through accountability to its shareholders. 2.

List CPSEs on stock exchanges to promote people's ownership through public participation and improving efficiencies of CPSEs through accountability to its shareholders.

W http://162.241.27.72/siteAdmin/dde-admin/uploads/5/__UG_B.A._Public%20Administration%20(English)_ ...

196/328 **SUBMITTED TEXT** 44 WORDS **100%** **MATCHING TEXT** 44 WORDS

To bring in operational efficiencies in CPSEs through strategic investment, ensuring their greater contribution to economy. 3. Adopt a professional approach for financial management of CPSEs in the national interest and investment aimed at expanding public participation in ownership of CPSEs." 7

To bring in operational efficiencies in CPSEs through strategic investment, ensuring their greater contribution to economy. 3. Adopt a professional approach for financial management of CPSEs in the national interest and investment aimed at expanding public participation in ownership of CPSEs.

W http://162.241.27.72/siteAdmin/dde-admin/uploads/5/__UG_B.A._Public%20Administration%20(English)_ ...

197/328 **SUBMITTED TEXT** 19 WORDS **58%** **MATCHING TEXT** 19 WORDS

The Department of expenditure is the nodal department of the ministry which oversees the public financial management system

SA Unit 10 formatted.doc (D135147553)

198/328	SUBMITTED TEXT	14 WORDS	80%	MATCHING TEXT	14 WORDS

new Companies Act, nationalised the Imperial Bank of India and life Insurance companies.

new Companies Act, and nationalisation of the Imperial Bank of India and life insurance companies.

W https://economictimes.indiatimes.com/news/economy/finance-ministers-who-shaped-indias-economy/pil ...

199/328	SUBMITTED TEXT	17 WORDS	70%	MATCHING TEXT	17 WORDS

the department of Expenditure, department of Revenue and department of Economic Affairs. • The Ministry of

the Department of Expenditure, and the Department of Revenue. Department of Economic Affairs (DEA) The Department of

W http://egyankosh.ac.in/bitstream/123456789/25657/1/Unit-11.pdf

200/328	SUBMITTED TEXT	15 WORDS	71%	MATCHING TEXT	15 WORDS

each budget request so that its inclusion or exclusion from the integrated whole budget

each budget request in order to justify its inclusion or exclusion from the integrated whole budget

W https://economictimes.indiatimes.com/news/economy/policy/budget-through-the-years-the-men-who-mad ...

201/328	SUBMITTED TEXT	15 WORDS	51%	MATCHING TEXT	15 WORDS

Budget through the years: The men who made India", The Economic Times, available at https://economictimes.indiatimes.com/news/economy /policy/budget- through-the-years-the-men-who-made-india/

Budget through the years: The men who made India The Economic Times daily newspaper is available online now. Read Today's Paper Budget through the years: The men who made India

W https://economictimes.indiatimes.com/news/economy/policy/budget-through-the-years-the-men-who-mad ...

202/328	SUBMITTED TEXT	19 WORDS	87%	MATCHING TEXT	19 WORDS

Institutions in Budgetary process 3.7 The Parliament 3.8
Political Executive 3.9 Audit Department 3.10
Parliamentary Committees 3.11

SA Unit-5 (05-03-2019).doc (D48925487)

203/328	SUBMITTED TEXT	40 WORDS	91%	MATCHING TEXT	40 WORDS

the government. The first traceable legal definition of the budget is contained in a French decree of 1862: 'The budget is a document which forecasts and authorizes the annual receipts and expenditures of the State...' ii In

the The first traceable legal definition of the budget is contained in a French decree of 1862: 'The budget is a document which forecasts and authorizes the annual receipts and expenditures of the State'. In

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

204/328	SUBMITTED TEXT	29 WORDS	42%	MATCHING TEXT	29 WORDS

of the purse") is the main form of parliamentary control of the executive. Although, there exists no unanimity among writer regarding the definition of the term 'budget',

of the purse strings is the feature of this century. There is no unanimity among writers regarding the definition of the term 'budget'.

W http://www.jeywin.com/wp-content/uploads/2010/03/Optional-Public-Administration-8-Financial-Admin ...

205/328	SUBMITTED TEXT	28 WORDS	92%	MATCHING TEXT	28 WORDS

that budget is the keystone of financial administration and the various operations in the field of public finance are correlated through the instrument of budget.

that the budget is the cornerstone of financial administration and the various operations in the field of public finance are correlated through the instrument of budget.

W http://www.jeywin.com/wp-content/uploads/2010/03/Optional-Public-Administration-8-Financial-Admin ...

206/328	SUBMITTED TEXT	78 WORDS	76%	MATCHING TEXT	78 WORDS

The term is derived from a French word, 'Bougette', which means a leather bag or wallet from which the Chancellor of the Exchequer used to take out his papers about government's financial schemes for the ensuing year for laying before the House of Commons and when he set off to place his financial plans before the House, he used to open his budget. The term was used in its present sense for the first time in1733 in

SA 5.docx (D40607909)

207/328	SUBMITTED TEXT	20 WORDS	52%	MATCHING TEXT	20 WORDS

the Indian Constitution the word 'budget' does not figure rather it is referred to as the 'Annual Financial Statement

SA FRBM Assigment 4 sem.pdf (D75551780)

208/328 **SUBMITTED TEXT** 13 WORDS **95%** **MATCHING TEXT** 13 WORDS

it contains provisions dealing with all or any of the following matters,

SA An_Analytical_study_of_goverment_budget_and_its_impact_m_grwoth_and_development_of_c._g._state.pdf (D16312470)

209/328 **SUBMITTED TEXT** 14 WORDS **100%** **MATCHING TEXT** 14 WORDS

Classification of Expenditure: Government expenditure can be broadly classified into four categories:

Classification of Expenditure: Government expenditure can be broadly classified into four categories: (

W http://www.eiilmuniversity.co.in/downloads/Financial-Administration.pdf

210/328 **SUBMITTED TEXT** 138 WORDS **100%** **MATCHING TEXT** 138 WORDS

a) The imposition, abolition, remission, alteration or regulation of any tax; b) The regulation of the borrowing of money or the giving of any guarantee by the Government of India, or the amendment of the law with respect to any financial obligations undertaken or to be undertaken by the Government of India; c) The custody of the Consolidated Fund or the Contingency Fund of India, the payment of moneys into or the withdrawal of moneys from any such Fund; d) The appropriation of moneys out of the Consolidated Fund of India; e) The declaring of any expenditure to be expenditure charged on the Consolidated Fund of India or the increasing of the amount of any such expenditure; f) The receipt of money on account of the Consolidated

SA An_Analytical_study_of_goverment_budget_and_its_impact_m_grwoth_and_development_of_c._g._state.pdf (D16312470)

Ouriginal by Turnitin

211/328 **SUBMITTED TEXT** 226 WORDS **98%** **MATCHING TEXT** 226 WORDS

or Budget Classification: In India, the classification of accounts was structured so as to correspond to the organisation in which the transaction occurred and within the organisation to the inputs on which expenditure was incurred. For example, construction of a hospital would be classified and displayed in accounts as "public' works expenditure" and not as expenditure on a programme like "Medical Relief" under social services. The classification indicated the nature of expenditure but not its purpose. It did not enable identification of expenditure with functions, programmes, activities and projects. It lacked management approach in accounting in 105 as much as it did not provide the facility for monitoring and analysis of expenditure on functions, programmes, activities and projects. The Government of India introduced in April, 1974 a revised accounting structure, which attempts to serve the purposes of management as well as the requirement of financial control and accountability. Under this scheme, a five-tier classification has been adopted i.e. sectoral, major head, minor head, subhead, and detailed heads of account. Sectoral classification has grouped the functions of government into three sectors, namely, General Services, Social and Community services and Economic services. In the new scheme of accounts, a major head is assigned to each function and minor head is allotted to each programme. Under each minor head, there would be subheads assigned to activities/schemes /organisations

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W http://www.eiilmuniversity.co.in/downloads/Financial-Administration.pdf

212/328 **SUBMITTED TEXT** 161 WORDS **91%** **MATCHING TEXT** 161 WORDS

the programme. Under the new system, the object classification has been retained and placed at the last tier. It is meant to provide item-wise control over expenditure and ensure financial control and accountability. Functional classification established adequate links between budget and account heads and the plan heads of development. This has facilitated obtaining information of progressive expenditure on plan programmes and projects. The principle adopted in the new accounting classification is that all expenditures on a function, programme or activity should be recorded under the appropriate major, minor or subhead. Functional classification has provided the necessary facility for monitoring and analysis of expenditure on functions, programmes and activities to aid the management function. b. Economic Classification: Economic classification refers to the resources allocated by government to various economic activities. It involves arranging the public expenditures and receipts by significant economic categories, distinguishing current expenditure from capital outlays, spending for goods and services from transfers to individuals and institutions, tax receipts	the programme. Under the new system, the object classification has been retained and placed at the last tier. It is meant to give item-wise control over expenditure and ensure financial control and accountability. Functional classification adequate links flanked by budget and account heads and the plan heads of development. This has facilitated obtaining information of progressive expenditure on plan programmes and projects. The principle adopted in the new accounting classification is that all expenditures on a function, programme or activity should be recorded under the appropriate major, minor or subhead. Functional classification has provided the necessary facility for monitoring and analysis of expenditure on functions, programmes and activities to aid the management function. Economic Classification Economic classification refers to the possessions allocated through government to several economic activities. It involves arranging the public expenditures and receipts through important economic categories, distinguishing current expenditure from capital outlays, spending for goods and services from transfers to individuals and institutions, tax receipts

W http://www.eiilmuniversity.co.in/downloads/Financial-Administration.pdf

Ouriginal by Turnitin

213/328 **SUBMITTED TEXT** 328 WORDS **84%** **MATCHING TEXT** 328 WORDS

from other receipts and from borrowing and inter-governmental loans, grants etc. This classification brings out such important aggregates as public expenditure of the consumption kind, public investment and the draft of public authorities on public savings for financing the development oulays in the public sector. In short, this classification analyses the total governmental transactions and records government's influence on each sector of the economy. c. Cross Classification: Cross classification provides the breakup of government expenditure not only-by economic categories but also by functional heads. For instance, expenditure on medical facilities (a functional head) is split between economic 106 categories such as current expenditure, capital expenditure, and various types of transfers and loans. Conversely, cross classification shows how expenditure on a particular economic category, say capital formation, is divided according to different public activities like education, labour welfare, family planning etc. Under a scheme of cross classification, functional classification of expenditure can be analysed according to its economic character and economic classification of expenditure can be analysed according to the functions performed by it. The two types of classification therefore supplement each other and give a clear picture of the total transactions of government. d. Accounting Classification: Accounting classification of government expenditure can be analysed under (i) Revenue and Capital (ii) Developmental and Non Developmental and (iii) Plan and Non-Plan. Each classification of expenditure serves one objective or other of the government. For instance, Revenue and Capital expenditure classification indicates how much government expenditure results in creation of assets in the economy and how much expenditure is unproductive. Again, developmental and non- developmental classification indicates how much government expenditure is spent on social and community services and economic services as against general services. Similarly, the Plan and Non-Plan expenditure classification helps the Planning Commission and Finance Commission in determining the pattern of central assistance on plan schemes to state governments, and union territories. Thus, each classification of government expenditure serves one objective or other in government.

from other receipts and from borrowing and inter-governmental loans, grants etc. This classification brings out such significant aggregates as public expenditure of the consumption type, public investment and the draft of public authorities on public savings for financing the development oulays in the public sector. In short, this classification analyses the total governmental transactions and records government"s influence on each sector of the economy. Cross Classification or Economic-cum-Functional Classification Cross classification gives the break-up of government expenditure not only through economic categories but also through functional heads. For instance, expenditure on medical facilities (a functional head) is split flanked by categories such as current expenditure, capital expenditure and several kinds of transfers and loans. Conversely, cross classification shows how expenditure on a scrupulous economic category, say capital formation, is divided according to dissimilar public activities like education, labour welfare, family planning etc. Under a scheme of cross classification, functional classification of expenditure can be analyzed according to its economic character and economic classification of expenditure can be analyzed according to the functions performed through it. The two kinds of classification so supplement each other and provide a clear picture of the total transactions of government. Accounting Classification Accounting classification of government expenditure can be analyzed under (i) Revenue and Capital (ii) Developmental and Non- Developmental and (iii) Plan and Non-Plan. Each classification of expenditure serves one objective or other of the government. For instance, Revenue and Capital expenditure classification designates how much government expenditure results in creation of assets in the economy and how much expenditure is unproductive. Again, developmental and non-developmental classification designates how much government expenditure is spent on social and community services and economic services as against general services. Likewise, the Plan and Non-Plan expenditure classification helps the Planning Commission and Finance Commission in determining the pattern of central assistance on plan schemes to state governments, and union territories. Therefore, each classification of government expenditure serves one objective or other in government.

W http://www.eiilmuniversity.co.in/downloads/Financial-Administration.pdf

214/328 **SUBMITTED TEXT** 24 WORDS **100%** **MATCHING TEXT** 24 WORDS

Institutions in Budgetary process: The budgetary process in India is indeed a difficult exercise. It involves a variety of institutions at various levels.

SA Unit-5 (05-03-2019).doc (D48925487)

215/328 **SUBMITTED TEXT** 35 WORDS **80%** **MATCHING TEXT** 35 WORDS

in the budgetary process. Under Article 112 of the Constitution, the President shall cause to be laid before both the Houses of Parliament the 'annual financial statement', which is the main budget document.

SA Unit 10 formatted.doc (D135147553)

216/328 **SUBMITTED TEXT** 77 WORDS **97%** **MATCHING TEXT** 77 WORDS

core unit of the Executive, entrusted with the task of managing the operational dynamics of the budget. The Ministry of Finance (MOF) is the nodal agency of the budgetary process. 107 Right from estimating the final figures of the revenues and expenditure of the government for presentation before the Parliament, the Ministry is vested with the task of ultimately ensuring that the finances of the country are managed with proper care. c) Audit Department:

SA Unit-5 (05-03-2019).doc (D48925487)

217/328 **SUBMITTED TEXT** 48 WORDS **76%** **MATCHING TEXT** 48 WORDS

the provisions of Article 148 of the Constitution of India, the office of Comptroller and Auditor General (CAG) conducts an audit on behalf of the Parliament to investigate and report on the trustworthiness, legality and efficiency of all the financial transactions carried out by government departments.

SA Unit-5 (05-03-2019).doc (D48925487)

218/328 **SUBMITTED TEXT** 27 WORDS **86%** **MATCHING TEXT** 27 WORDS

Railway Budget pertaining to Railway Finance and the General Budget which gave an overall picture of the financial position of the Government of India, excluding the

Railway Budget, pertaining to Railway finance and the General Budget giving an overall picture of the financial position of the Government of India, excluding Railways. The

W http://egyankosh.ac.in/bitstream/123456789/25657/1/Unit-11.pdf

219/328 **SUBMITTED TEXT** 20 WORDS **80%** **MATCHING TEXT** 20 WORDS

Parliamentary Committees: Finally, the Parliamentary Committees on Estimates, Public Accounts and Public Undertaking and around 24 departmental Standing Committees

SA Unit-5 (05-03-2019).doc (D48925487)

220/328 **SUBMITTED TEXT** 40 WORDS **92%** **MATCHING TEXT** 40 WORDS

role in the budgetary processes of the country. Important roles are assigned to these committees to exercise control over the finances of the government or its public undertakings and they are empowered to perform these tasks by parliament.

SA Unit-5 (05-03-2019).doc (D48925487)

221/328 **SUBMITTED TEXT** 17 WORDS **73%** **MATCHING TEXT** 17 WORDS

The Budget is presented to Lok Sabha on such day as the President may direct.

the Union Budget is to be presented in the Lok Sabha on such a day as the President may direct

W https://iaraedu.com/pdf/ijair-volume-v-issue-i-january-march.pdf

222/328 **SUBMITTED TEXT** 15 WORDS **89%** **MATCHING TEXT** 15 WORDS

each year on the first working day of February, it is presented by the

each year on the last working day of February. ?It is presented by the

W http://162.241.27.72/siteAdmin/dde-admin/uploads/5/__UG_B.A._Public%20Administration%20(English)_ ...

223/328	SUBMITTED TEXT	20 WORDS	100%	MATCHING TEXT	20 WORDS

the formation of the budget estimates follows the cycle of the financial year, from 1st April to 31st March

SA Unit-5 (05-03-2019).doc (D48925487)

224/328	SUBMITTED TEXT	33 WORDS	82%	MATCHING TEXT	33 WORDS

in the following format: 1. Actual figures of the previous three financial years; 2. The sanctioned budget estimates for the current financial year; 3. Revised estimates of the current

SA 5.docx (D40607909)

225/328	SUBMITTED TEXT	28 WORDS	100%	MATCHING TEXT	28 WORDS

year; 4. Proposed estimates for the next financial year, with explanatory notes for any increase or decrease in estimates; and 5. Actuals of the current

SA 5.docx (D40607909)

226/328	SUBMITTED TEXT	20 WORDS	84%	MATCHING TEXT	20 WORDS

year available at the time of preparation of the estimates and actuals for the corresponding period of the previous

year available (at the time of preparation of the estimates) ? Actual for the corresponding period of the previous

W https://www.ijbmi.org/papers/Vol(5)6/M05060950107.pdf

227/328 **SUBMITTED TEXT** 104 WORDS **95%** **MATCHING TEXT** 104 WORDS

The Annual Financial Statement or the main budget document is prepared by the Ministry of Finance shows the receipts and payments of the government under three parts in which government accounts are kept: (i) Consolidated Fund- All revenues received by government, loans raised by it, and also its receipts from recoveries of loans granted by it, form the Consolidated Fund. All expenditure of government is incurred from the Consolidated Fund and no amount can be withdrawn from the Fund without authorisation from Parliament. Occasions may arise when government may have to meet urgent unforeseen expenditure pending authorisation from Parliament.) (ii) Contingency Fund-

SA Unit-5 (05-03-2019).doc (D48925487)

228/328 **SUBMITTED TEXT** 86 WORDS **100%** **MATCHING TEXT** 86 WORDS

The Contingency Fund is an imprest placed at the disposal of the President to incur such expenditure. Parliamentary approval for such expenditure and for withdrawal of an equivalent amount from the Consolidated Fund is subsequently obtained and the amount spent from Contingency Fund is subsequently recouped to the Fund. The corpus of the Fund authorised by the Parliament, at present, is Rs. 500 crore. Besides, these two funds under which government accounts are kept, there is Public Account in which moneys are received and disbursed.) (

SA Unit-5 (05-03-2019).doc (D48925487)

229/328 **SUBMITTED TEXT** 121 WORDS **98%** **MATCHING TEXT** 121 WORDS

In respect of Public Account, government acts more as a banker, for transactions such as those relating to provident funds, small savings collections and other deposits. Parliamentary authorisation for such payments from the Public Account is, therefore, not required.) x In a few cases, a part of the revenue of government is set apart in separate funds for expenditure on specific activities like road development, primary education, public health, etc. These amounts are withdrawn from the Consolidated Fund with the approval of Parliament and kept in the Public Account for expenditure on the specific items. The Budget has to distinguish expenditure on revenue account from other expenditure. Government Budget, therefore, comprises (i) Revenue budget, and (ii) Capital budget.

SA Unit-5 (05-03-2019).doc (D48925487)

230/328 **SUBMITTED TEXT** 13 WORDS **100%** **MATCHING TEXT** 13 WORDS

In India each year, the budget follows a cycle that includes: preparation,

SA Unit-5 (05-03-2019).doc (D48925487)

231/328 **SUBMITTED TEXT** 101 WORDS **81%** **MATCHING TEXT** 101 WORDS

cumbersome procedures involved in the formation of the budget, the budgetary process in India informally begins around the month of September- 109 October of the preceding year. Initiating the process, the Ministry of Finance issues a circular to various ministries and departments inviting their estimates for the coming year. • Secondly, On the basis of these circulars, various administrative agencies prepare their estimates, which are examined and scrutinised by Departmental Heads and then passed on to officers of the Finance Department/Ministry of Finance in November-December. • Thirdly, by the 3rd week of January, the Ministry of Finance

SA Unit-5 (05-03-2019).doc (D48925487)

232/328 **SUBMITTED TEXT** 14 WORDS **100%** **MATCHING TEXT** 14 WORDS

consolidated statement of revenues and expenditures, known as the 'Annual Financial Statement', •

SA Unit-5 (05-03-2019).doc (D48925487)

233/328 **SUBMITTED TEXT** 48 WORDS **93%** **MATCHING TEXT** 48 WORDS

presented to the Parliament generally on the last working day of February. • First, there is a general discussion on the broad economic and fiscal policies of the government as reflected in the budget and the Finance Minister's speech. This lasts about 20-25 hours. •

presented to the Parliament on the last working day of February. In the first stage, there is a general discussion on the broad economic and fiscal policies of the government as reflected in the budget and the Finance Minister's speech. This lasts about 20-25 hours.

W http://www.eiilmuniversity.co.in/downloads/Financial-Administration.pdf

234/328 **SUBMITTED TEXT** 22 WORDS **100%** **MATCHING TEXT** 22 WORDS

the second stage, there is a detailed discussion on the 'demands for grants', usually in respect of specific ministries or departments.

the second stage, there is a detailed discussion on the demands for grants, usually in respect of specific ministries or departments.

W http://www.eiilmuniversity.co.in/downloads/Financial-Administration.pdf

235/328 **SUBMITTED TEXT** 84 WORDS **98%** **MATCHING TEXT** 84 WORDS

Demands for grants, are the executive's requisitions for sanction to spend, and only the lower house can have a say in the matter. While the legislature can object to a demand for grant, reject it or reduce it, it cannot increase the same. It may also be mentioned here that since no demand for a grant can be made except on the recommendations of the President or the Governor (in the case of State), private members cannot propose any fresh items of expenditure.

Demands for grants, are the executive"s requisitions for sanction to spend, and only the lower house can have a say in the matter. While the legislature can object to a demand for grant, reject it or reduce it, it cannot augment the same. It may also be mentioned here that since no demand for a grant can be made except on the of the President or Governor (in the case of State); private members cannot propose any fresh items of expenditure.

W http://www.eiilmuniversity.co.in/downloads/Financial-Administration.pdf

236/328 **SUBMITTED TEXT** 22 WORDS **100%** **MATCHING TEXT** 22 WORDS

Though the budget is presented before both Houses of Parliament, the demands for grants are submitted only to the lower house

Though the budget is presented before both Houses of Parliament, the demands for grants are submitted only to the lower house.

W http://www.eiilmuniversity.co.in/downloads/Financial-Administration.pdf

237/328 **SUBMITTED TEXT** 78 WORDS **71%** **MATCHING TEXT** 78 WORDS

each demand for grant is voted separately. At this stage members of parliament may move motions of various kinds. Generally these are- 110 Policy cuts motions: seeks to reduce the demand to rupee one and is indicative of the disapproval of general or specific policy underlying the service to which the demand pertains. Economy cuts motion: where the motion is to reduce the proposed expenditure by a specified amount. Token

Each demand for grant is voted separately. At this stage members of parliament may move motions of several types. Usually these are policy economy cuts, token cuts. The policy motion seeks to reduce the demand to rupee one and is indicative of the disapproval of general or specific policy underlying the service to which the demand pertains. The motion economy cut is to reduce the proposed expenditure through a specified amount. A token

W http://www.eiilmuniversity.co.in/downloads/Financial-Administration.pdf

238/328 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

the Union Budget of India (including the Rail Budget) is presented

SA Unit-5 (05-03-2019).doc (D48925487)

239/328 **SUBMITTED TEXT** 74 WORDS **97%** **MATCHING TEXT** 74 WORDS

in a demand is moved to reduce it by a nominal amount say Rs. 100 and may be used as an occasion to ventilate a specific grievance. Since it is never possible to accommodate a detailed discussion on each demand for grant separately, the demands that cannot be so discussed are clubbed together and put to the vote of the Parliament at the end of the period allotted for discussion.
•

in a demand is moved to reduce it through a nominal amount say Rs. 100 and may be used as an occasion to ventilate a specific grievance. Since it is never possible to accommodate a detailed discussion on each demand for grant separately, the demands that cannot be so discussed are clubbed together and put to the vote of the Parliament at the end of the period allotted for discussion.

W http://www.eiilmuniversity.co.in/downloads/Financial-Administration.pdf

240/328 **SUBMITTED TEXT** 199 WORDS **89%** **MATCHING TEXT** 199 WORDS

even after the demands for grants have been voted by the Parliament, the executive cannot draw the money and spend it. According to the Constitutional provisions, after the demands for grants are voted by the Lok Sabha, Parliament's approval to the withdrawal from the Consolidated Fund of the amount is sought through the Appropriation Bill. The Appropriation Bill after it receives the assent of the President becomes the Appropriation Act. Thus, without the enactment of an Appropriation Act, no amount can be withdrawn from the Consolidated Fund. Since the financial year of the government is from 1st April to 31st March, it follows that no expenditure can be incurred by the government after 31st March unless the Appropriation Act has been passed by the close of the financial year. This is generally not possible as the process of discussion of the budget usually goes on up to the end of April or the first week of May. Thus, in order to enable the government to carry on its normal activities from 1st April till such time as the Appropriation Bill is enacted, a Vote on Account is obtained from Parliament through an Appropriation (Vote on Account) Bill.

Even after the demands for grants have been voted through the Parliament, the executive cannot draw the money and spend it. According to the Constitutional provisions, after the demands for grants are voted through the Lok Sabha, Parliament"s approval to the withdrawal from the Consolidated Fund of the amount so voted and of amount required to meet the expenditure charged on the Consolidated Fund is sought through the Appropriation Bill. The Appropriation Bill after it receives the assent of the President becomes the Appropriation Act. Therefore, without the enactment of an Appropriation Act, no amount can be withdrawn from the Consolidated Fund. Since the financial year of the government is from 1st April to 31st March, it follows that no expenditure can be incurred through the government after 31st March unless the Appropriation Act has been passed through the secure of the financial year. This is usually not possible as the procedure of discussion of the budget usually goes on up to the end of April or the first week of May. Therefore, in order to enable the government to carry on its normal activities from 1st April till such time as the Appropriation Bill is enacted, a Vote on Account is obtained from Parliament through an Appropriation (Vote on Account) Bill.

W http://www.eiilmuniversity.co.in/downloads/Financial-Administration.pdf

241/328 **SUBMITTED TEXT** 13 WORDS **100%** **MATCHING TEXT** 13 WORDS

The execution of the budget is the responsibility of the executive government.

The execution of the budget is the responsibility of the executive Government,

W http://www.jeywin.com/wp-content/uploads/2010/03/Optional-Public-Administration-8-Financial-Admin ...

242/328 **SUBMITTED TEXT** 228 WORDS **93%** **MATCHING TEXT** 228 WORDS

The Department of Revenue in the Ministry of Finance is in overall control and supervision over the machinery charged with the collection of direct and indirect taxes. Such control is exercised through the Central Board of Direct Taxes and the Central Board of Indirect Taxes. These Boards exercise supervision and control over the various operational levels which implement different taxation laws. The Reserve Bank of India is the central banker of the government. The nationalized banks and the network of treasuries are also performing the service of collection (receipts) and disbursement of funds. d. Auditing: The executive spends public funds as authorized by the legislature. In order to ensure accountability of the executive to the legislature, public expenditure has to be audited by an independent agency. The Constitution provides for the position of the Comptroller and Auditor General of India to perform this function. It is his/ her duty to ensure that the funds allocated to various agencies of the government have been made available in accordance with law; that the expenditure incurred has the sanction of the competent authority; that rules, orders & procedures governing such expenditure have been duly observed; that value for money spent has been obtained and that records of all such transactions are maintained, compiled and submitted to the competent authority. This is the last stage in completing the budgetary cycle.

The Department of Revenue in the Ministry of Finance is in overall control and supervision over the machinery charged with the collection of direct and indirect taxes. Such control is exercised through the Central Board of Direct Taxes and the Central Board of Indirect Taxes. These Boards exercise supervision and control over the several operational stages which implement dissimilar taxation laws. The Reserve Bank of India is the central banker of the government. The nationalized banks and the network of treasuries are also performing the service of collection (receipts) and disbursement of funds. Audit The executive spends public funds as authorized through the legislature. In order to ensure accountability of the executive to the legislature, public expenditure has to be audited through an independent agency. The Constitution for the position of the Comptroller and Auditor General of India to perform this function. It is his/her duty to ensure that the funds allocated to several agencies of the government have been made accessible in accordance with law; that the expenditure incurred has the sanction of the competent authority; that rules, orders & procedures governing such expenditure have been duly observed; that value for money spent has been obtained and that records of all such transactions are maintained, compiled and submitted to the competent authority. This is the last stage in completing the budgetary cycle.

W http://www.eiilmuniversity.co.in/downloads/Financial-Administration.pdf

243/328 **SUBMITTED TEXT** 13 WORDS **100%** **MATCHING TEXT** 13 WORDS

allocates funding based on program efficiency and necessity rather than budget history,

SA NS Final Public finance(1).doc (D154339682)

244/328 **SUBMITTED TEXT** 28 WORDS **90%** **MATCHING TEXT** 28 WORDS

Control : The establishment of budgets relating to the responsibilities of executives to the requirement of a policy and the continuous comparison of actual with budgeted results

control as the establishment of departmental budgets relating to the responsibilities of executives, to the necessities of a policy and the continuous comparison of actual with budgeted results.

W http://www.eiilmuniversity.co.in/downloads/Financial-Administration.pdf

245/328 **SUBMITTED TEXT** 15 WORDS **78%** **MATCHING TEXT** 15 WORDS

action the objectives of that policy or to provide a basis for its revision.

action, the objectives of the policy or to give a basis for its revision.

W http://www.eiilmuniversity.co.in/downloads/Financial-Administration.pdf

246/328 **SUBMITTED TEXT** 20 WORDS **73%** **MATCHING TEXT** 20 WORDS

Budget began to develop in the late middle ages when the revenue was collected from the domain of the

budget began to develop in the late middle ages when the revenue was to be composed from the king"s domain. Hence the

W http://www.eiilmuniversity.co.in/downloads/Financial-Administration.pdf

247/328 **SUBMITTED TEXT** 31 WORDS **53%** **MATCHING TEXT** 31 WORDS

the budget became the statement of revenue and expenditure. During war or other exigencies, when the King or ruler required a lot of money for running the affairs in the

the budget was a statement of revenue and expenditure. Throughout the wars and other emergencies when the King required a lot of money for running the affairs of the

W http://www.eiilmuniversity.co.in/downloads/Financial-Administration.pdf

248/328 **SUBMITTED TEXT** 15 WORDS **100%** **MATCHING TEXT** 15 WORDS

the state, he had to consult the nobility to know their views on the

the state, he had to consult the nobility to know their views on the

W http://www.eiilmuniversity.co.in/downloads/Financial-Administration.pdf

249/328 **SUBMITTED TEXT** 49 WORDS **96%** **MATCHING TEXT** 49 WORDS

the control over 125 expenditure had still not acquired the conventions of legislative approval. Historically the system of legislative control over Public Finance first arose in England and it was more a growth than a creation. The first step that was taken in this direction

The control over expenditure had still not acquired the conventions of legislative approval. • The system of legislative control over Public finance first arose in England and it was more a growth than a creation. The first step that was taken in this direction

W http://www.eiilmuniversity.co.in/downloads/Financial-Administration.pdf

250/328 **SUBMITTED TEXT** 32 WORDS **75%** **MATCHING TEXT** 32 WORDS

Budget : A comprehensive and coordinated plan, expressed in financial terms, for the operations and resources of an enterprise for some specific period in the future. • Budgeting : The

SA Budgetary policy of the union government since the fifth five year plan.pdf (D34932924)

251/328 **SUBMITTED TEXT** 11 WORDS **100%** **MATCHING TEXT** 11 WORDS

expenditure as well. But this did not come about suddenly.

expenditure as well. But this did not come about suddenly

W http://www.eiilmuniversity.co.in/downloads/Financial-Administration.pdf

252/328 **SUBMITTED TEXT** 49 WORDS **78%** **MATCHING TEXT** 49 WORDS

the audit system under the Exchequer and Audit Department Act 1866, and the constitution of a Standing Committee of Public Accounts in the House of Commons in 1866 were significant historical development in the arena of Legislative Control. Through this path finally, the modern system of Audit and

the audit system under the Exchequer and Audit Department Act of 1866, and the constitution of a Standing Committee of Public Accounts in the House of Commons in 1866 were important historical growths in the arena of Legislative Control. Therefore was built up the modern system of Audit and

W http://www.eiilmuniversity.co.in/downloads/Financial-Administration.pdf

253/328 **SUBMITTED TEXT** 40 WORDS **47%** **MATCHING TEXT** 40 WORDS

The demand for a grant must come from the government. Neither Lok Sabha nor a state assembly may vote on a grant except on a demand for grant government. ➢ The proposal of imposing a new tax or for

The demand for grants necessity come from the Government. Neither the Lok Sabha nor a State Assembly may vote a grant except on a demand for grant from the Government. Likewise, the proposal for a new tax or for

W http://www.eiilmuniversity.co.in/downloads/Financial-Administration.pdf

254/328 **SUBMITTED TEXT** 31 WORDS **61%** **MATCHING TEXT** 31 WORDS

The president shall, in respect of every financial year, cause to be laid before both Houses of Parliament the Annual Financial Statement embodying the estimated revenues and expenditure for the

the President shall in respect of every financial year cause to be laid before both the Houses of the Parliament statement of the estimated receipts and expenditure of the

W http://www.eiilmuniversity.co.in/downloads/Financial-Administration.pdf

255/328	SUBMITTED TEXT	30 WORDS	72%	MATCHING TEXT	30 WORDS

at the time of the presentation of the annual budget or the annual financial statement, showing the estimated receipts and proposed expenditure of the Government, for the financial year.

at the time of policy making subsequently by the implementation of the Budget or the Annual Financial Statement showing the estimated receipts and expenditure of the Government for the ensuing year

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

256/328	SUBMITTED TEXT	21 WORDS	65%	MATCHING TEXT	21 WORDS

voted by the legislature have been utilized for the purposes for which and in the manner in which the legislature

voted by the Parliament/Legislature have been utilised for the purpose and in the manner in which the Parliament/Legislature

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

257/328	SUBMITTED TEXT	64 WORDS	85%	MATCHING TEXT	64 WORDS

As per Article 107 (i) subject to the provision of Articles 109 and 117 concerning Money Bills and other financial bills, a bill may originate in either House of Parliament and subject to the provision of Articles 108 and 109 a Bill shall not be deemed to have been passed by the House of Parliament unless it has been agreed to by both

As per Article 107 (i) subject to the provisions of Articles 109 and 117 with respect to Money Bills and other financial bills, a bill may originate in either House of Parliament and subject to the provisions of Articles 108 and 109 a Bill shall not be deemed to have been passed through the House of Parliament unless it has been agreed to through both

W http://www.eiilmuniversity.co.in/downloads/Financial-Administration.pdf

258/328	SUBMITTED TEXT	17 WORDS	71%	MATCHING TEXT	17 WORDS

Houses either without amendment or with such amendments only such amendment are agreed to by both

Houses, either without amendment or with such amendments only as are agreed to through both

W http://www.eiilmuniversity.co.in/downloads/Financial-Administration.pdf

259/328 **SUBMITTED TEXT** 184 WORDS **71%** **MATCHING TEXT** 184 WORDS

As per Article 109(2), after a Money Bill has been passed by the House of the People, it shall be transmitted to the Upper House for its recommendations and the Upper House shall within a period of fourteen days from the date of receipt of the Bill return the Bill to the House of the People with its recommendations. ➢ The House of the People may thereupon either accept or reject all or any of the recommendations of the Upper House. ➢ As per 109(3), if the House of People accepts any of the recommendations made by the Upper House, the Money Bill shall be 129 deemed to have been passed by both Houses with the amendments recommended by the Upper House and accepted by the House of people. ➢ Article 112(1) provides that the President shall in respect of every financial year cause to laid before both the Houses of the parliament, a statement of the estimated receipt and expenditure of the government of India for the year. Such a statement is called an "Annual Financial Statement".

As per Article 109 (2), after a Money Bill has been passed through the House of the People it shall be transmitted to the Council of States for its recommendations and the Council of States shall within a period of fourteen days from the date of its receipt of the Bill return the Bill to the House of the People with its recommenda- tions and the House of the people may there upon either accept or reject all or any of the recommendation of the of States. As per Article 109 (3), if the House of the People accepts any of the recommendations of the Council of States, the Money Bill shall be deemed to have been passed through both the Houses with the amendments recommended through the Council of State and accepted through the House of the People. Article 112(1) gives that the President shall in respect of every financial year cause to be laid before both the Houses of the Parliament statement of the estimated receipts and expenditure of the Government of India for the year. Such a statement is described "Annual Financial Statement".

W http://www.eiilmuniversity.co.in/downloads/Financial-Administration.pdf

260/328 **SUBMITTED TEXT** 20 WORDS **52%** **MATCHING TEXT** 20 WORDS

the expenditure charged upon the Consolidated Fund of the Government shall not be submitted to the vote of Parliament.

The expenditure that is charged upon the Consolidated Fund of India is not subject to the vote of the Parliament

W https://openknowledge.worldbank.org/bitstream/handle/10986/12522/688970ESW0P0730Draft0April027002 ...

261/328 **SUBMITTED TEXT** 46 WORDS **84%** **MATCHING TEXT** 46 WORDS

that as soon as the grants under Article 113 have been made by the House of People, there shall be introduced a Bill to provide for the appropriation out of the Consolidated Fund of India of all money required to meet. Thus: ➢ The

that as soon as the grants under Article 113 have been made through the House of the People, there shall be introduced a Bill to give for the appropriation out of the Consolidated Fund of India of all moneys required to meet: o the

W http://www.eiilmuniversity.co.in/downloads/Financial-Administration.pdf

262/328 **SUBMITTED TEXT** 18 WORDS **90%** **MATCHING TEXT** 18 WORDS

an exceptional grant which forms no part of the current services of any financial year. • 1.06

an exceptional grant which forms no part of the current service of any financial year,

W http://www.eiilmuniversity.co.in/downloads/Financial-Administration.pdf

263/328 **SUBMITTED TEXT** 13 WORDS **87%** **MATCHING TEXT** 13 WORDS

the country. For this purpose, a finance bill is placed before the

the people. For this purpose a Finance Bill is placed before the

W http://www.eiilmuniversity.co.in/downloads/Financial-Administration.pdf

264/328 **SUBMITTED TEXT** 31 WORDS **98%** **MATCHING TEXT** 31 WORDS

Money Bill deals exclusively with taxation, borrowing or expenditure. Whereas Finance Bill has broader coverage in that it deals with other matters as well ➢ A Money Bill

Money Bill deals exclusively with taxation, borrowing or expenditure. Whereas Finance Bill has a broader coverage in that it deals with other matters as well. A Money Bill

W http://www.eiilmuniversity.co.in/downloads/Financial-Administration.pdf

265/328 **SUBMITTED TEXT** 70 WORDS **83%** **MATCHING TEXT** 70 WORDS

the Speaker of the Lok Sabha. 130 ➢ A Money Bill must be returned by the Upper House to the Lok Sabha within 14 days of its receipt with its recommendations, if any, which the Lok Sabha is not bound to accept ➢ Disagreement over a Finance Bill, however, is resolved at a joint sitting by a majority of the total members present and voting

the Speaker of the Lok Sabha A Money Bill necessity be returned through the Rajya Sabha to the Lok Sabha within 14 days of its receipt with its recommendations, if any, which the Lok Sabha is not bound to accept. Disagreement over a Finance Bill though, is resolved at a joint sitting through a majority of the total number of members present and voting.

W http://www.eiilmuniversity.co.in/downloads/Financial-Administration.pdf

266/328 **SUBMITTED TEXT** 66 WORDS **88%** **MATCHING TEXT** 66 WORDS

This practice is quite in consonance with the well-known principles of democracy that, "no tax shall be levied or collected except by authority of law as embodied in Article 265 of our Constitution. So while the passage of the Appropriation Bill authorises the Government to appropriate money from the Consolidated Fund, the passes of the Finance Bill authorises it to collect taxes". The

This practice is quite in consonance with the well recognized principle of democracy that "no tax shall be levied or composed except through authority of law", as embodied in Article 265 of our Constitution. So while the passage of the Appropriation Bill authorizes the Government to appropriate money from the Consolidated Fund, the passage of the Finance Bill authorizes it to collect taxes. The

W http://www.eiilmuniversity.co.in/downloads/Financial-Administration.pdf

267/328 **SUBMITTED TEXT** 24 WORDS **88%** **MATCHING TEXT** 24 WORDS

has been given an independent status by the Constitution. Since parliament is too unwieldy body for a serious technical discussion on the

has been given an independent status through the Constitution. Since the Parliament is too unwieldy a body for a serious technical discussion on the

W http://www.eiilmuniversity.co.in/downloads/Financial-Administration.pdf

268/328 **SUBMITTED TEXT** 24 WORDS **50%** **MATCHING TEXT** 24 WORDS

the committee also select some departments each year, examine their working in great deal and makes suggestion on organization, economy, including policy matters.

The Committee selects some departments each year, examines their working in great detail and creates the suggestions on organisations, economy etc. including policy matters.

W http://www.eiilmuniversity.co.in/downloads/Financial-Administration.pdf

269/328 **SUBMITTED TEXT** 28 WORDS **78%** **MATCHING TEXT** 28 WORDS

The Parliament exercise direct control over Public expenditure by examining the reports of the committee on Public Accounts and Estimate Committee. • 1.08

The Parliament exercises direct control over Public expenditure through examining the reports of the committee on Public Accounts and Estimates Committee.

W http://www.eiilmuniversity.co.in/downloads/Financial-Administration.pdf

270/328 **SUBMITTED TEXT** 13 WORDS **100%** **MATCHING TEXT** 13 WORDS

alternative policies in order to bring about efficiency and economy in administration,

SA Unit 10 formatted.doc (D135147553)

271/328 **SUBMITTED TEXT** 17 WORDS **90%** **MATCHING TEXT** 17 WORDS

Learning Objectives After reading this unit, you should be able • To understand the composition and

LEARNING OBJECTIVES After reading this unit, you should be able to: Understand the origin and

W http://www.eiilmuniversity.co.in/downloads/Financial-Administration.pdf

272/328 **SUBMITTED TEXT** 13 WORDS **71%** **MATCHING TEXT** 13 WORDS

financial committees, e.g.—Public Accounts Committee, Estimates Committee and Committee on Public Undertaking.

financial committees, viz., the Public Accounts Committee, the Estimates Committee, and the Committee on Public Undertakings.

W http://egyankosh.ac.in/bitstream/123456789/25657/1/Unit-11.pdf

273/328 **SUBMITTED TEXT** 17 WORDS **65%** **MATCHING TEXT** 17 WORDS

accounts showing the appropriation of sums granted by the Parliament for expenditure of Government of India

accounts showing the appropriation of the sums granted by Parliament to meet the expenditure of the Government of India,

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

274/328 **SUBMITTED TEXT** 28 WORDS **100%** **MATCHING TEXT** 28 WORDS

Basu Rumki: Public Administration. Concepts and Theories; Sterling Publishers Pvt. Ltd. 2022 135

SA THE BUDGET PREPARATION OF INDIA.pdf (D75607893)

275/328 **SUBMITTED TEXT** 35 WORDS **98%** **MATCHING TEXT** 35 WORDS

consists of 15 members elected by Lok Sabha every year from amongst its members according to the principle of proportional representation by means of single transferable vote. Seven members of Rajya Sabha elected by

consists fifteen members elected by Lok Sabha every year from amongst its members according to the principle of proportional representation by means of single transferable vote. Seven members of Rajya Sabha elected by

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

276/328 **SUBMITTED TEXT** 14 WORDS **66%** **MATCHING TEXT** 14 WORDS

government's tax administration like the cases involving under-assessments, tax evasion, non-levy of duties,

Government's tax administration. The Committee, thus, examine cases involving under-asse.ssments, tax-evasion, non-levy of duties,

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

277/328 **SUBMITTED TEXT** 17 WORDS **83%** **MATCHING TEXT** 17 WORDS

loopholes in the taxation laws and procedures and makes recommendations to check leakage of revenue. 3.3.3

loopholes in the taxation laws and procedures and make recommendations in order to check leakage of revenue.

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

278/328 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

A minister cannot be elected as a member of the committee.

A Minister cannot be elected as a member of the Committee

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

279/328 **SUBMITTED TEXT** 18 WORDS **58%** **MATCHING TEXT** 18 WORDS

for the coming financial year should be held before the end of the current financial year. The

for the current year, which have to be obtained before the end of the current financial year. The

W http://162.241.27.72/siteAdmin/dde-admin/uploads/5/__UG_B.A._Public%20Administration%20(English)_ ...

280/328 **SUBMITTED TEXT** 28 WORDS **61%** **MATCHING TEXT** 28 WORDS

estimates that may seem appropriate to the Committee or that have been formally referred to it by the House or the Speaker. The function of the committee

estimates as may seem fit to the Committee or are referred to it by the House or the Speaker. The functions of the Committee

W http://162.241.27.72/siteAdmin/dde-admin/uploads/5/__UG_B.A._Public%20Administration%20(English)_ ...

281/328 **SUBMITTED TEXT** 22 WORDS **78%** **MATCHING TEXT** 22 WORDS

To report what economies, improvements in organisation, efficiency and administrative reform consistent with the policy underlying the estimates, can be affected

to: Report what economies, improvements in organisation, efficiency and administrative reforms, constant with the policy underlying the estimates, may be affected;

W http://www.eiilmuniversity.co.in/downloads/Financial-Administration.pdf

282/328 **SUBMITTED TEXT** 15 WORDS **96%** **MATCHING TEXT** 15 WORDS

of the Rules of Procedure and Conduct of Business in the Lok Sabha, the

SA Unit 10 formatted.doc (D135147553)

283/328 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

of proportional representation by means of a single transferable vote •

SA Unit 10 formatted.doc (D135147553)

284/328 **SUBMITTED TEXT** 69 WORDS **74%** **MATCHING TEXT** 69 WORDS

To suggest alternative policies in order to bring about efficiency and economy in administration • To examine whether the money is well laid out within the limits of the policy implied in the • estimates • To suggest the form in which the estimates are to be presented to Parliament • When it comes to public undertakings that are assigned to the Committee on Public Undertakings, the

to suggest alternative policies in order to bring about efficiency and economy in administration; (c) examine whether the money is well laid out within the limits of the policy implied in the estimates; and (d) to suggest the form in which the estimates shall be presented to Parliament. The Committee does not exercise functions in relation to such Public Undertakings as are allotted to the Committee on Public Undertakings by the

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

285/328 **SUBMITTED TEXT** 76 WORDS **62%** **MATCHING TEXT** 76 WORDS

pertaining to a Ministry/Department of the Central Government or such of the statutory and other bodies of the Central Government as may seem appropriate to the Committee. • The Committee further examines items of particular importance that may emerge or be discovered during its work, matters referred by the House or the Speaker. • The Committee calls for preliminary materials from the Ministry/Department, statutory and other Government bodies with reference to the topics selected for

pertaining to a Ministry/Department of the Central Government or such of the statutory and other bodies of the Centra) Government as may seem fit to the Committee. The Committee also examines matters of special interest which may arise or come to light in the course of its work or which are specifically referred to it by the House or the Speaker. The Committee calls for preliminary material from the Ministry/Department, statutory and other Government bodies in regard to the subjects selected for

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

286/328 **SUBMITTED TEXT** 31 WORDS **77%** **MATCHING TEXT** 31 WORDS

examination and also memoranda from non-officials involved with the subjects for the use of the Committee's members. • The Committee from time to time appoints one or more study groups

examination and also memoranda from non-officials connected with the subjects for the use of the Members of the Committee. The Committee, from time to time, appoints one or more Sub-Committees/ Study Groups

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

287/328	SUBMITTED TEXT	29 WORDS	66%	MATCHING TEXT	29 WORDS

approval, the Committee may decide to make visits to study any specific matter, project, or establishment, either as a whole Committee or by dividing itself into Study Groups,

approval of the Speaker decide to undertake tours to make a study of any particular matter, project or establishment, either as a whole Committee or by dividing itself into Study Groups.

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

288/328	SUBMITTED TEXT	26 WORDS	100%	MATCHING TEXT	26 WORDS

if it appears to the Committee that it is necessary for the purpose of its examination that an on-the-spot study should be made. • The

If it appears to the Committee that it is necessary for the purpose of its examination that an on-the-spot study should be made, the

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

289/328	SUBMITTED TEXT	14 WORDS	100%	MATCHING TEXT	14 WORDS

to the members of the Committee/Sub Committee/Study Group. 141 •

to the Members of the Committee/Sub-Committee/Study Group.

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

290/328	SUBMITTED TEXT	19 WORDS	58%	MATCHING TEXT	19 WORDS

parties. • Official and nonofficial witnesses are later invited to testify at formal meetings of the Committee held

parties non-official and official witnesses are invited to give evidence at formal sittings of the Committee held

W https://www.bdu.ac.in/cde/SLM/M.A.%20Public%20Administration/I%20Year/Paper%20-%204%20%20Financia ...

291/328	SUBMITTED TEXT	20 WORDS	82%	MATCHING TEXT	20 WORDS

informal discussions during Study Visits, memoranda received from non-officials, information gathered from the Ministry/Department concerned, and other sources. •

informal discussions during Study Tours, memoranda received from non-officials and information collected from the Ministry/ Department concerned and other sources,

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

292/328	SUBMITTED TEXT	30 WORDS	98%	MATCHING TEXT	30 WORDS

is a committee of selected members of Parliament, constituted by the Parliament of India, for the purpose of auditing the revenue and the expenditure of government of India. •

is a committee of selected members of parliament, constituted by the Parliament of India, for the purpose of auditing the revenue and the expenditure of the Government of India. ?

W http://162.241.27.72/siteAdmin/dde-admin/uploads/5/__UG_B.A._Public%20Administration%20(English)_ ...

293/328	SUBMITTED TEXT	20 WORDS	68%	MATCHING TEXT	20 WORDS

Committee is a committee of selected members of Parliament, constituted by Lok Sabha for the purpose of scrutinising the

Committee : It is a committee of selected members of parliament, constituted by the Parliament of India, for the purpose of auditing the

W http://162.241.27.72/siteAdmin/dde-admin/uploads/5/__UG_B.A._Public%20Administration%20(English)_ ...

294/328	SUBMITTED TEXT	19 WORDS	78%	MATCHING TEXT	19 WORDS

the composition and functions of Public Accounts Committee. 2. Discuss the composition and functions of Estimates Committee. 3.

the composition, power and functions of Public Accounts Committee ?Discuss the process of election and functions of the Estimates Committee

W http://162.241.27.72/siteAdmin/dde-admin/uploads/5/__UG_B.A._Public%20Administration%20(English)_ ...

295/328	SUBMITTED TEXT	23 WORDS	52%	MATCHING TEXT	23 WORDS

to: i. Examine the reports and accounts of the public undertakings. ii. Scrutinise reports of the CAG on the public undertakings.

SA Unit 10 formatted.doc (D135147553)

296/328	SUBMITTED TEXT	15 WORDS	100%	MATCHING TEXT	15 WORDS

Goel, S. L. (2008) – Public Financial Administration, Deep and Deep Publication, New Delhi,

Goel, S L: Public Financial Administration, Deep and Deep Publications, New Delhi, 2002 107.

W https://openknowledge.worldbank.org/bitstream/handle/10986/12522/688970ESW0P0730Draft0April027002 ...

297/328 **SUBMITTED TEXT** 24 WORDS **100%** **MATCHING TEXT** 24 WORDS

Jena, P. R. (2010) – India, Public Expenditure and Financial Accountability, New Delhi, India: National Institute of Public finance and Policy 5.

Jena, P.R. (2010). India, Public Expenditure and Financial Accountability. New Delhi, India: National Institute of Public Finance and Policy.

W https://egyankosh.ac.in/bitstream/123456789/82418/1/Unit-4.pdf

298/328 **SUBMITTED TEXT** 21 WORDS **73%** **MATCHING TEXT** 21 WORDS

Objectives 144 After reading this unit, you should be able
• To know about the importance of

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299/328 **SUBMITTED TEXT** 24 WORDS **91%** **MATCHING TEXT** 24 WORDS

the finance ministry which controls the expenditure and audit which sits in judgment over the way in which the funds have been spent.

The Finance Ministry which controls the expenditure; and (4) The Audit which sits in judgement over the way in which the funds have been spent.

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300/328 **SUBMITTED TEXT** 28 WORDS **100%** **MATCHING TEXT** 28 WORDS

to audit all receipts and expenditure of the government of India and the state governments including those of autonomous bodies and corporations substantially financed by the government.

to audit all receipts and expenditure of the Government of India and the State Governments, including those of autonomous bodies and corporations substantially financed by the Government. 10.7

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301/328 **SUBMITTED TEXT** 282 WORDS **100%** **MATCHING TEXT** 282 WORDS

Accounting Accounting means keeping a systematic record of financial transactions whether of a public authority or private concern or individual. According to L.D. White, "The primary functions of system of accounts are to make a financial record, to protect those handling funds, to improve the financial condition of the organisation in all its branches or purposes at any time, to facilitate necessary adjustment in rate of expenditure, to give information to those in responsible positions on the basis of which plans for future financial and operating programmes can rest, and to aid in the making of an audit." Accounting is an indispensable means of exercising financial control. It is only through systematic accounts supported by vouchers and receipts that the legality and honesty of the transactions can be determined. Accounts are important by way of record of what was received and paid. Such record is essential to prevent the neglect of demands of dues and double payments, through forgetfulness. Accounts furnish valuable data for the formulation of financial as well as general policy and programmes. Through accounts the authorities can know whether a particular activity or programme of the Government is self-supporting or involves a burden on the public exchequer, and if the latter, whether it should be continued or expanded or not. Scientific budget preparation would be impossible without the help of accounts. The Form of Governmental Accounts: The form of Governmental accounts differs from the business and commercial accounts, because the objects of the two are different. Business and Commercial accounts are so kept as to facilitate the preparation of the balance sheet showing profit or loss, and 145 assets and liabilities. Government

ACCOUNTING Accounting means keeping a systematic record of financial transactions whether of a public authority or private concern or individual. According to L.D. White, "The primary functions of system of accounts are to make a financial record, to protect those handling funds, to improve the financial condition of the organisation in all its branches or purposes at any time, to facilitate necessary adjustment in rate of expenditure, to give information to those in responsible positions on the basis of which plans for future financial and operating programmes can rest, and to aid in the making of an audit." Accounting is an indispensable means of exercising financial control. It is only through systematic accounts supported by vouchers and receipts that the legality and honesty of the transactions can be determined. Accounts are important by way of record of what was received and paid. Such record is essential to prevent the neglect of demands of dues and double payments, through forgetfulness. Accounts furnish valuable data for the formulation of financial as well as general policy and programmes. Through accounts the authorities can know whether a particular activity or programme of the Government is self-supporting or involves a burden on the public exchequer, and if the latter, 19 whether it should be continued or expanded or not. Scientific budget preparation would be impossible without the help of accounts. The Form of Governmental Accounts The form of Governmental accounts differs from the business and commercial accounts, because the objects of the two are different. Business and Commercial accounts are so kept as to facilitate the preparation of the balance sheet showing profit or loss, and assets and liabilities. Government

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not for profit but for service to the people. So the object of Government accounting is to furnish data to show whether the provisions of the budget as voted by the legislature have been observed or not. The Government accounts, therefore, follow the budgetary form. In India, the form of the accounts of the Union as well as of the States is prescribed by the Comptroller and Auditor-General of India, with the approval of the President. In practice, the budget form corresponds to the form of accounts as prescribed by the Comptroller and Auditor General. The main forms of Government accounts are as follows: (i) Control Accounts: The main objective is to ensure fidelity on the part of officers having the duties of collection, custody, disbursement and the ensuring of rigid adherence to all directions and limitations to levy and collect income and make expenditure. With this end in view, every Government maintains its Revenue Accounts (accounts for each head of income), Appropriation Accounts (accounts for each major and minor head of expenditure), and Fund Accounts (accounts of different funds which Government maintains). (ii) Proprietary Accounts: The proprietary accounts are kept mainly from the point of view of the convenience of internal administration. They do not serve the purpose of the interested external parties, namely the legislature and the public. For this, supplementary accounts are maintained. These accounts are called 'Proprietary Accounts'. (iii) Supplementary Detailed Accounts: Detailed accounts, regarding the assets and liabilities1, receipts and expenditure of the Government received from different viewpoints may be maintained and published after one or two years for the information of the public. The Account-Keeping Agency in India: According to the theory of financial administration, keeping of the accounts should be a function of the executive authorities. But in India, the duty of keeping the accounts of the Union (except the Railway and the Defence Accounts) as well as the State devolves upon the Comptroller and Auditor-General of India and his staff. Under the Comptroller and Auditor-General there is in each state an Accountant-General in whose office the accounts of the transactions taking place within the territorial limits of that state are kept. Railway accounts are kept by the Financial Commissioner for Railways, and Defence accounts, by the Finance Ministry through the Financial Adviser (Defence) and the Military Accountant-General. 4.2.1 Types of Accounting System (a) Double-entry Book Keeping: Under this system every item of expenditure is entered at two places. One entry remains with the operating service while another is

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sent to the accounts office, if there is a separate department of the Government or to the controlling officer of the same service. The merit of this system is that if an error is to be deliberately made, it will have to be made at two places, which is a difficult task. (b) Cost Accounting: It is the determination of inclusive costs per unit. It may be applied in production, unit cost of a commodity manufactured in a Government, or even in service. This system is mostly made use in the Public Works Department. The utility of this system is that the costs may be compared in a single institution or single operation over successive periods of time and the comparative costs of similar operations in different agencies or in different jurisdictions may be determined. 146 (c) Accrual Accounting System: It is that system of accounting by which the right to a receipt, or the obligation to make a payment, is established or as is technically called, accrues. Under this system, appropriate entry is made in the account books of all actions having for their result an undertaking with the right to an asset or placing it under an obligation to pay. This system is followed in France. The main advantage of this system is that it gives detailed information regarding every transaction of the Government. (d) Cash Accounting System: Under this system, the right to a receipt, or the obligation to make a payment, is realised upon, or as the technical term goes, is liquidated. It seeks to record only those operations in which an actual transfer of cash has taken place. Most Governments use the cash accounting system because of its simplicity. 4.2.2 Accounting System in India There are four stages in the building up of accounts. These are as follows: (i) Initial Entry: In each district, there is a Government treasury under the charge of a Treasury Officer. The treasury is maintained at the cost of the State Governments. Every financial transaction is separately recorded in the treasure. On the 11th and 1st of each month, the Treasury Officer sends a list of payments made during these intervals, supported by vouchers, to the Accountant-General. In case of the Railways, Post and Telegraph, Public Works Department and Forest Department, receipts are paid in the treasury in lump, while detailed accounts are kept by the departmental officers. (ii) Classification of Accounts by the Accountant-General: All accounts of the previous month reach the office of the Accountant-General by the 1st of next month. The accounts are classified in order to secure uniformity in accounting and also in order to help in the preparation of budget forecasts. There are four different types of accounts in India: They are: (1) Revenue Accounts: These deal with all proceeds of taxation and other payments classed as 'revenue' and all expenditure

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examination of accounts with a view to determine the correctness of these accounts and of the transactions they embody. According to James C. Charlesworth, "Audit means the process of ascertaining whether the administration has spent or is spending its funds in accordance with the terms of the legislative instrument which appropriated the money." A thorough-going audit should be an audit (a) against laws, rules and regulations (b) against appropriations as voted in the budget (c) against sanctions, and (d) against canons of financial propriety. Of these criteria (a) to (c) seek to judge the legality, while canons of financial propriety are intended to check improper and wasteful expenditure. 4.3.1 Audit Organization in India The audit and accounting functions in India are combined in the hands of one organisation, the Indian Audit Department, headed by the Comptroller and Auditor-General of India.

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Independent audit emerged in 1919 with the inauguration of the Montague-Chelmsford Reforms. The Government of India Act, 1935 further improved its status by giving it constitutional recognition and by requiring its appointment to be made by His Majesty. The Department was given the same status as of judges of the Federal Court. With the enactment of Constitution in 1950, the Auditor-General of India was re- designated as the Comptroller and Auditor-General of India Historically speaking, the creation of such an office was the product of Gladstone's ingenious mind, when he was Chancellor of the Exchequer in the British Cabinet. He got the Exchequer and Audit Act passed through the British Parliament in 1866, which led to the establishment of the office of the Comptroller and Auditor-General. In the U.S.A., the 148 office of the Comptroller and Auditor-General in its present form came into existence when the Budget and Accounting Act of 1921 was passed. Audit in India Audit of Government accounts (including the accounts of the States) in India is a Union subject and is entrusted to the Comptroller and Auditor-General of India. Indian audit is governed not by law, but by an executive order — the Government of Indian Audit and Accounts Order 1936 as adopted under the Indian (Provisional Constitution) Order of 1947. Audit in India is primarily concerned with expenditure. Its concern with receipts is limited to those items only which it may be required by the executive to undertake, or may undertake with its approval. At present the receipts of Railways, Posts and Telegraph and Customs are subject to audit while other receipts including those from Income-tax are not. Audit should really be an arm of the legislature to assist it in seeing that its wishes and decisions as expressed in the budget are respected. The Constitution requires that the report of the Comptroller and Auditor-General relating to accounts shall be laid before each House of Parliament but technically, the audit is conducted on behalf of the Executive and its reports are submitted to the Executive (the President in case of the Union, and the Governor in case of States) which causes them to be laid before the Legislature. Finally, Indian audit is primarily a legality audit. The Government of Indian Audit and Accounts Order under which it is conducted, requires the Comptroller and Auditor-General to ascertain whether moneys shown in the accounts as having been disbursed were legally available for and applicable to the purpose to which they had been applied and whether the expenditure conforms to the authority which governs it. 4.3.2 The Audit Report Audit results in the certification of the accounts by the

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Comptroller and Auditor-General as correct subject to such comments and remarks as he may choose to make, and in the preparation of an audit report for each of the Governments whose accounts are audited. This report is presented, in case of the Centre, to the President, and in case of the States, to the Governors. These heads are required, by the Constitution, to cause these reports to be laid before their several Legislatures. The Legislatures refer the reports to their Public Accounts Committees of which there is one at the Centre as well as one in each of the states, for examination of the report. The audit reports contain the comments of the audit authorities on the correctness or otherwise of the expenditure and other financial transactions. Particularly they point out the more important financial ir-regularities, the cases of budgetary grants being exceeded, failure to obtain the necessary sanction for expenditure, non- compliance with rules and regulations, cases of improper or wasteful expenditure, and of misappropriation and embezzlement. The audit reports are examined by the Public Accounts Committee and the committee reports upon it. Performance Audit: Performance audit means an appraisal of accomplishment. In India, it is called efficiency-cum performance audit. Broadly, the purpose of such audit would be to ascertain whether: (a) such undertakings are being run efficiently and their operations conducted economically. (b) They are producing the results expected of them. 4.3.3 Separation of Accounts from Audit 149 In India, the twin functions of maintenance of accounts and their audit had remained combined in the same hands until 1976. The Comptroller and Auditor-General was entrusted with both sets of functions. In Britain, on the other hand, there is separation of accounts from audit, the former function is performed by the Heads of Departments in the capacity of Accounting Officers. The audit department has no concern with the compilation of accounts which, of course, is rescrutinised by it on behalf of Parliament to which the report of its examination is submitted. Excepting the Departments of Defence and Railways where accounts were compiled by the departments themselves, these functions have been combined in India. This arrangement was unequivocally criticised by successive commissions. The Muddiman Committee (1924), the Inchcape Committee on Retrenchment (1923) as well as the Simon Commission (1929) recommended the separation of accounts from audit as a necessary financial reform. P. K. Wattal has emphasised the desirability of separating these two functions by remarking, "Accounting is essentially an executive function and must be under the control of the executive head of the department. Auditing is a quasi-

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parliamentary function, which involves a checking of the works done by the executive authorities for report to the Parliament. A combination of these two essentially distinct functions in a parliamentary officer is good neither for the executive ad-ministration nor for the Parliament. It is almost as bad as combination of executive and judicial functions. In every modern administration, accounting and auditing functions should be kept distinct and separate from each other. It is only then that the auditor's certification regarding the correctness of the accounts has any meaning. Where there is a combination of functions, there is necessarily a contradiction in as much as the officer compiling the account is also the officer who certifies its correctness." In 1976, the Central Government separated accounting from the audit, and since that year the Comptroller and Auditor-General of India has been relieved of the responsibility for compiling of the accounts of the Central Government and is concerned with the audit of accounts only. Consequent upon the separation of accounts from the audit, a Controller-General has been appointed in the Central Government to be the technical authority heading the new accounting set-up. He is in charge of the final compilation of accounts. 4.4

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am of the opinion that this dignitary or officer is probably the most important officer in the Constitution of India. He is the one man who is going to see that the expenses voted by Parliament are not exceeded, or varied from what has been laid down by Parliament in the Appropriation Act." —Dr. B.R Ambedkar

SA Poornima Shukla (Administrative law Assignment 3 Sem).docx (D152106823)

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the Comptroller and Auditor General (Duties, Powers, and Conditions of Service) Act, 1971. The act made CAG responsible for

The Comptroller and Auditor General's (Duties, Powers and Conditions of Service) Act, 1971 6. Under the the CAG is responsible for

W https://openknowledge.worldbank.org/bitstream/handle/10986/12522/688970ESW0P0730Draft0April027002 ...

306/328 **SUBMITTED TEXT** 122 WORDS **84%** **MATCHING TEXT** 122 WORDS

of the Comptroller and Auditor-General of India. • Article 150 says that the accounts of the Union and of the States shall be kept in such form as the President may, on the advice of the CAG, prescribe. • Article 151 says that the reports of the Comptroller and Auditor-General of India relating to the accounts of the Union shall be submitted to the president, who shall cause them to be laid before each House of Parliament. ▪ The reports of the Comptroller and Auditor-General of India relating to the accounts of a State shall be submitted to the Governor of the State, who shall cause them to be laid before the Legislature of the State. 151 •

of the Union and of the Article 150) The accounts of the Union and of the States shall be kept in such form as the President may, on the advice of the and Auditor-of India, prescribe. Audit Reports (The reports of the Comptroller and Auditor-General of India to the accounts of the Union shall be submitted to the president, who shall cause them to be laid before each House of Parliament. 2. The reports of the Comptroller and Auditor-General of India relating to the accounts of a State shall be submitted to the Governor of the State, who cause them to be laid before the Legislature of the State. '

W http://162.241.27.72/siteAdmin/dde-admin/uploads/5/__UG_B.A._Public%20Administration%20(English)_ ...

307/328 **SUBMITTED TEXT** 31 WORDS **34%** **MATCHING TEXT** 31 WORDS

and certified by the Comptroller and Auditor-General of India, whose certificate is final. • Third Schedule – Section IV of the Third Schedule of the Constitution of India prescribes the

and audited by the Comptroller and Auditor General of India. This is a very powerful constitutional authority of India. All the expenditures of the Government of India come under the

W https://www.yourarticlelibrary.com/india-2/financial-administration/financial-administration-in-i ...

308/328 **SUBMITTED TEXT** 13 WORDS **100%** **MATCHING TEXT** 13 WORDS

Judges of the Supreme Court and the Comptroller and Auditor-General of India

Judges of the Supreme Court and the Comptroller and Auditor-General of India,

W https://www.bdu.ac.in/cde/SLM/M.A.%20Public%20Administration/I%20Year/Paper%20-%204%20%20Financia ...

309/328 **SUBMITTED TEXT** 20 WORDS **76%** **MATCHING TEXT** 20 WORDS

relating to such accounts shall be submitted to the Governor who shall cause them to be laid before the

relating to the accounts of a shall be submitted to the Governor of the State, who shall cause them to be laid before the

W http://162.241.27.72/siteAdmin/dde-admin/uploads/5/__UG_B.A._Public%20Administration%20(English)_ ...

310/328 **SUBMITTED TEXT** 15 WORDS **100%** **MATCHING TEXT** 15 WORDS

The Comptroller and Auditor General's (Duties, Powers and Conditions of Service) Act, 1971 •

the Comptroller and Auditor General's (Duties, Powers and Conditions of Service) Act

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

311/328 **SUBMITTED TEXT** 27 WORDS **43%** **MATCHING TEXT** 27 WORDS

Article 148 of the 1949 Indian Constitution provided for the establishment of a Comptroller and Auditor General to be appointed by the President of India. ▪

SA 04_Chapter_3.pdf (D121264304)

312/328 **SUBMITTED TEXT** 79 WORDS **61%** **MATCHING TEXT** 79 WORDS

the accounts related to all expenditure from the Consolidated Fund of India, Consolidated Fund of each state and UT's having a legislative assembly. He audits all expenditure from the Contingency Fund of India and the Public Account of India as well as the Contingency Fund and Public Account of each state. He audits all trading, manufacturing, profit and loss accounts, balance sheets and other subsidiary accounts kept by any department of the Central Government and the state governments.

SA Poornima Shukla (Administrative law Assignment 3 Sem).docx (D152125726)

313/328 **SUBMITTED TEXT** 30 WORDS **94%** **MATCHING TEXT** 30 WORDS

the receipts and expenditure of all bodies and authorities substantially financed from the Central or State revenues; government companies; other corporations and bodies, when so required by related laws.

SA Poornima Shukla (Administrative law Assignment 3 Sem).docx (D152106823)

314/328 **SUBMITTED TEXT** 20 WORDS **89%** **MATCHING TEXT** 20 WORDS

know and cannot be expected to know very much about good administration; their prestige is highest with others who

know, and can't be expected to know, very much about good administration, their prestige is highest with others who

W https://www.bdu.ac.in/cde/SLM/M.A.%20Public%20Administration/I%20Year/Paper%20-%204%20%20Financia ...

315/328 **SUBMITTED TEXT** 21 WORDS **92%** **MATCHING TEXT** 21 WORDS

is auditing, which is not administration; it is a necessary, but a highly pedestrian function with a narrow perspective and

is auditing, which is not administration; it is a necessary but highly pedestrian function with a narrow perspective and

W https://www.bdu.ac.in/cde/SLM/M.A.%20Public%20Administration/I%20Year/Paper%20-%204%20%20Financia ...

316/328 **SUBMITTED TEXT** 13 WORDS **88%** **MATCHING TEXT** 13 WORDS

financial administration is a dynamic process which falls into few well-defined divisions.

Financial-administration is a dynamic process, which falls into five well defined divisions

W http://www.jeywin.com/wp-content/uploads/2010/03/Optional-Public-Administration-8-Financial-Admin ...

317/328 **SUBMITTED TEXT** 12 WORDS **100%** **MATCHING TEXT** 12 WORDS

rendering of the accounts by the executive and the audit of

Rendering of the accounts by the executive and the audit of

W http://www.jeywin.com/wp-content/uploads/2010/03/Optional-Public-Administration-8-Financial-Admin ...

318/328 **SUBMITTED TEXT** 29 WORDS **69%** **MATCHING TEXT** 29 WORDS

the twin functions of maintenance of accounts and there audit had remained combined in the same hand. The C.A.G. was entrusted with both sets of functions. 4.6

the twin functions of maintenance of accounts and their audit had remained combined in the same hands until 1976. The Comptroller and Auditor-General was entrusted with both sets of functions.

W http://www.jeywin.com/wp-content/uploads/2010/03/Optional-Public-Administration-8-Financial-Admin ...

319/328 **SUBMITTED TEXT** 30 WORDS **94%** **MATCHING TEXT** 30 WORDS

The financial administration is a part of general administration. The purpose of public administration is to observe that the money sanctioned by the legislature for development and other purposes

The Financial Administration is a part of general administration. The purpose of Public Administration is to see that the money sanctioned by the legislature for development and other purposes

W https://www.yourarticlelibrary.com/india-2/financial-administration/financial-administration-in-i ...

320/328	SUBMITTED TEXT	16 WORDS	100%	MATCHING TEXT	16 WORDS

properly spent and the performance of the financial administration is quite satisfactory. • The

properly spent and the performance of the financial administration is quite satisfactory. The

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321/328	SUBMITTED TEXT	21 WORDS	100%	MATCHING TEXT	21 WORDS

financial administration cannot go beyond the general principles. The budget and the allied ideas are settled by the finance department.

financial administration cannot go beyond the general principles. The budget-and the allied ideas are settled by the finance department

W https://www.yourarticlelibrary.com/india-2/financial-administration/financial-administration-in-i ...

322/328	SUBMITTED TEXT	32 WORDS	81%	MATCHING TEXT	32 WORDS

This is not all. The functions of financial administration are scrutinised and audited by the C.A.G. of India. This is a very powerful constitutional authority of India. 4.7

This is not all. The functions of the financial administration are scrutinised and audited by the Comptroller and Auditor General of India. This is a very powerful constitutional authority of India.

W https://www.yourarticlelibrary.com/india-2/financial-administration/financial-administration-in-i ...

323/328	SUBMITTED TEXT	53 WORDS	85%	MATCHING TEXT	53 WORDS

Consolidated Fund: All revenues received by way of taxes like income tax, central excise, customs and other receipts flowing to the government in connection with the conduct of government business that is non-tax revenues are credited into the Consolidated Fund constituted under Article 266 (1) of the Constitution of India. 4.8

Consolidated Fund of India AH revenues received by the Government by way taxes like Income Tax, Central Excise, Customs and other receipts flowing to the Government in connection with the conduct of Government business i.e. Non-Tax Revenues are credited into the Consolidated Fund constituted under Article 266 (1) of the , Constitution of India.

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

324/328 **SUBMITTED TEXT** 92 WORDS **78%** **MATCHING TEXT** 92 WORDS

the accounts of any other authority when requested by the President or Governor e.g. Local bodies. He advises the President with regard to prescription of the form in which the accounts of the Centre and States shall be kept. He submits his audit reports relating to the accounts of the Centre to the President, who shall, in turn, place them before both the houses of Parliament. He submits his audit reports relating to the accounts of a State to the Governor, who shall, in turn, place them before the state legislature.

SA Poornima Shukla (Administrative law Assignment 3 Sem).docx (D152106823)

325/328 **SUBMITTED TEXT** 15 WORDS **100%** **MATCHING TEXT** 15 WORDS

Goel, S. L. (2008) – Public Financial Administration, Deep and Deep Publication, New Delhi,

Goel, S L: Public Financial Administration, Deep and Deep Publications, New Delhi, 2002 107.

W https://openknowledge.worldbank.org/bitstream/handle/10986/12522/688970ESW0P0730Draft0April027002 ...

326/328 **SUBMITTED TEXT** 24 WORDS **100%** **MATCHING TEXT** 24 WORDS

Jena, P. R. (2010) – India, Public Expenditure and Financial Accountability, New Delhi, India: National Institute of Public finance and Policy 11.

Jena, P.R. (2010). India, Public Expenditure and Financial Accountability. New Delhi, India: National Institute of Public Finance and Policy.

W https://egyankosh.ac.in/bitstream/123456789/82418/1/Unit-4.pdf

327/328 **SUBMITTED TEXT** 40 WORDS **68%** **MATCHING TEXT** 40 WORDS

the Reserve Bank of India Act, 1934, "...to regulate the issue of Bank notes and keeping of reserves with a view to securing monetary stability in India and generally to operate the currency and credit system of the country

the Reserve Bank of India describes the basic functions of the Reserve Bank as to regulate the issue of bank notes, to keep reserves with a view to securing monetary stability in India and generally to operate the currency and credit system in the best interests of the country.

W https://dde-ac.in/wp-content/uploads/2019/04/FINANCIAL-ADMINISTRATION-MH-405.pdf

328/328 **SUBMITTED TEXT** 14 WORDS **100%** **MATCHING TEXT** 14 WORDS

to maintain price stability while keeping in mind the objective of growth".

to maintain price stability, while keeping in mind the objective of growth.

W https://www.bdu.ac.in/cde/SLM/M.A.%20Public%20Administration/I%20Year/Paper%20-%204%20%20Financia ...